NAVAL POSTGRADUATE SCHOOL
Monterey, California

THESIS

IMPLEMENTATION OF PERSONNEL SUPPORT CENTERS
IN THE UNITED STATES COAST GUARD

by

Philip Edward Sherer

June 1983

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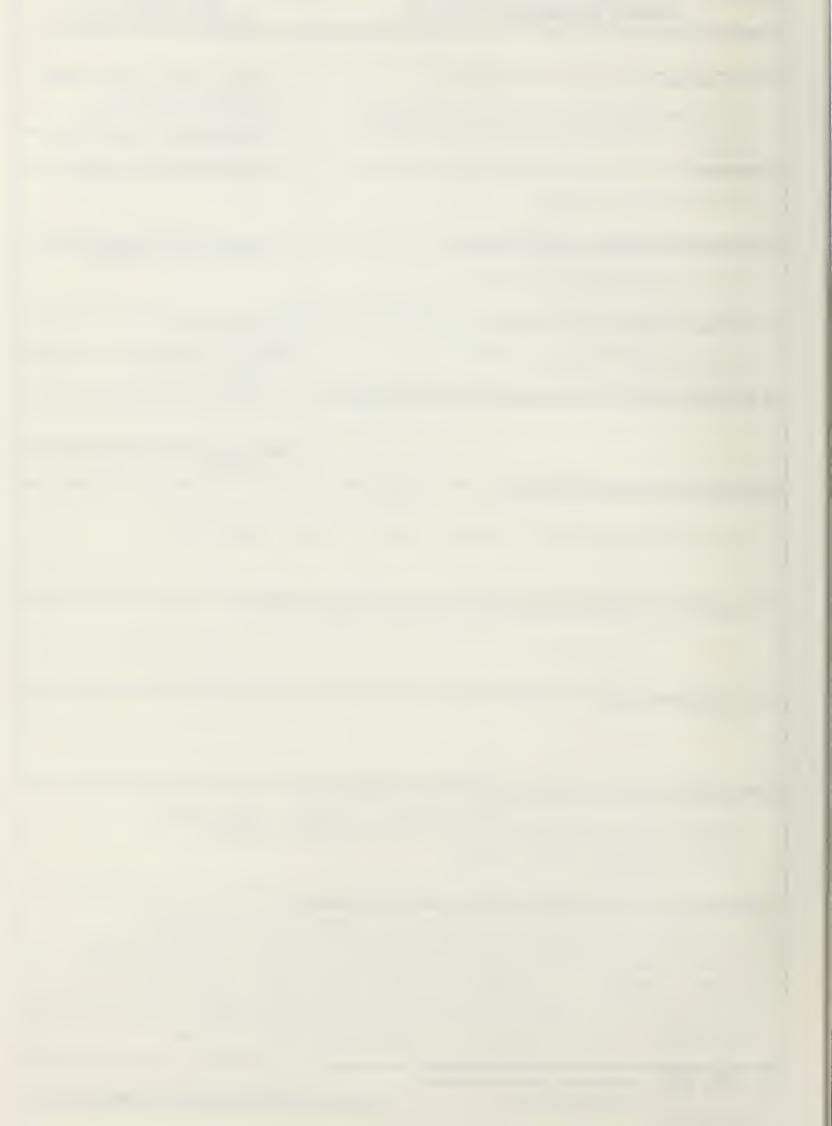
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in the United States Coast Guard

by

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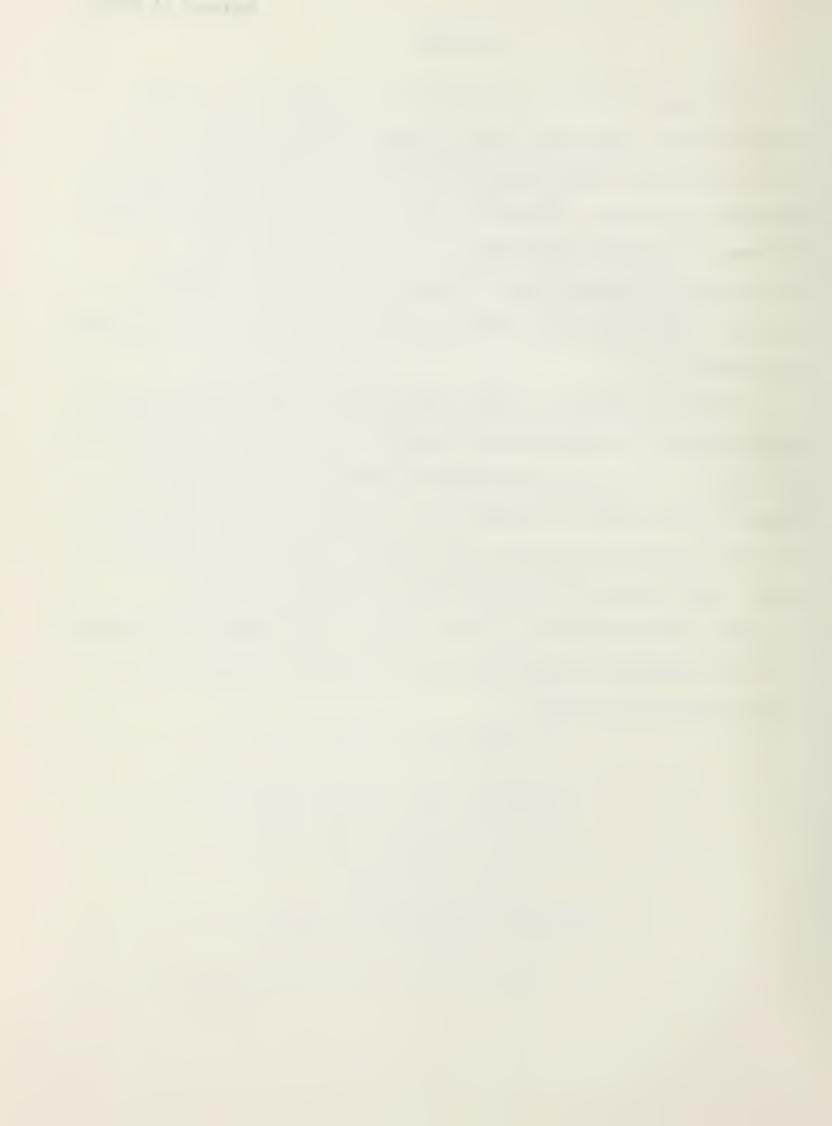requirements for the degree of

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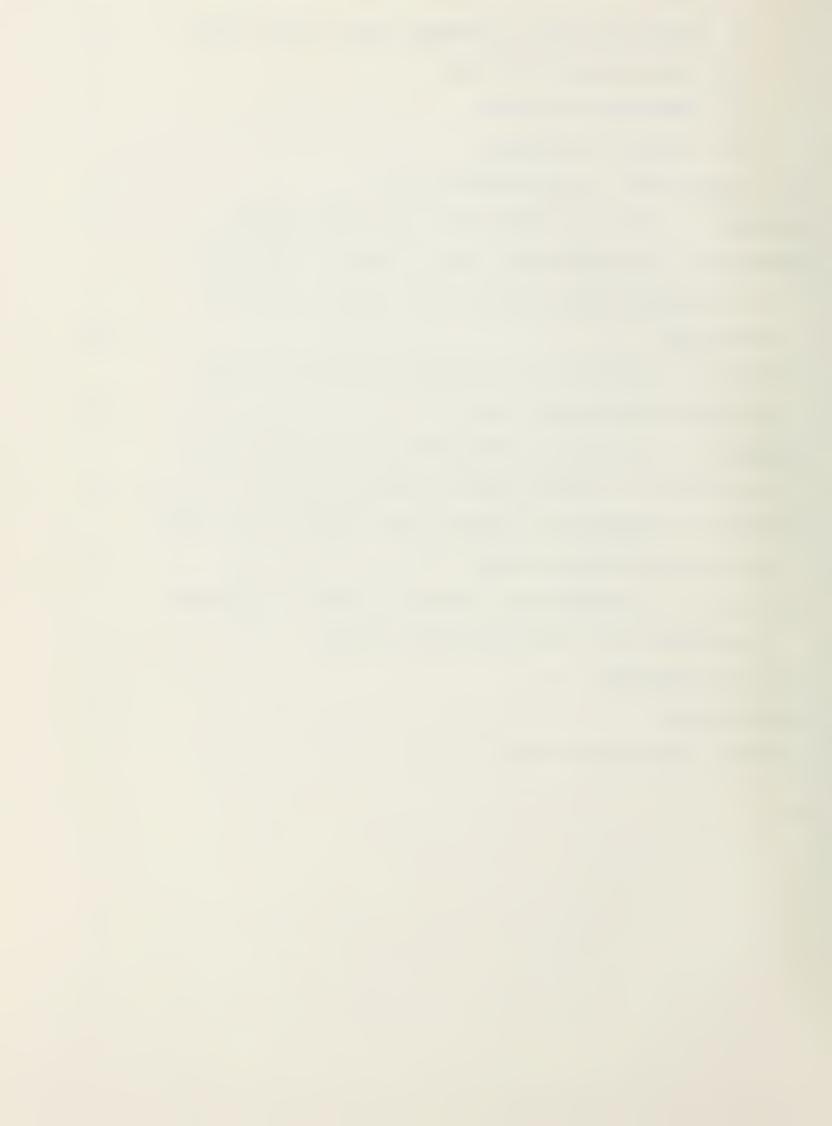
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I. INTRODUCTION

A. BACKGROUND

Since about 1966 the US Coast Guard as one of the Armed Forces (under Department of Transportation) has been moving toward centralizing and automating pay, personnel, and financial management systems. This process has been somewhat concurrent with activities in the Department of Defense (DOD) and usually is identified by the acronym JUMPS (Joint Uniform Military Pay System). Some of the pressures which are driving this change process include:

1. Congress and OMB (Office of Management and Budget). The Federal Governments bureaucratic and political processes invoke a system of checks and balances to insure that agencies are managed efficiently and that public funds are used in the best interest of the most taxpayers.

2. Frequent changes in laws affecting pay and benefits of service persons. (ie annual pay raises, reenlistment bonuses, VHA, sea pay, etc.)

3. Problems with accurate and timely payments of entitlements to service members. This is perceived as affecting morale and ultimately retention.

4. Rapid technological advances in the area of computers and data processing which provides important opportunities for improving and automating management information systems.

Many Coast Guard service members can recall "how pay used to be", as recently as the early 1970's. The two floating units to which the author was assigned between 1970 and 1973 both had ACO's (Authorized Certifying Officers), CWO (F&S) (i.e.: Chief Warrant Officer, Finance & Supply). Payday aboard ship was a significant event in the life of a sailor. The paymaster wore a .45 caliber pistol and the pay line formed up after the noon meal by paygrade. Payments were made in cash and each member signed a money list. The reason for mentioning this procedure is simply to note that there seemed (was perceived) to be a direct relationship between work performed and pay received. I can also recall the many long hours that the ACO worked checking and rechecking pay records in addition to the never ending accounting tasks associated with budget, procurement and other supply activities.

In 1974 a Personnel Management Information System (PMIS) was established. The system eliminated a variety of unit diaries and records and permitted the eventual consolidation of all pay records to 23 sites. With this change almost all service members were receiving a check instead of cash on payday. PMIS is basically a set of special documents used for acquiring personnel data which directly affects pay and entitlements. Many operational units became PMIS reporting units (RU) (currently about 380 RU's) and provided the necessary inputs to pay via the mail system. PMIS documents were (are) also sent to Coast Guard Headquarters for centralized computer input.

This input was error checked by a software edit program and in 1982 the system was experiencing in excess of 20% document error rate. This translated into incorrect paychecks causing occasional personal hardship, and deteriorating lack of confidence in the system. It should also be noted here that many smaller operational units without Yeoman (YN) or Storekeeper (SK) billets assigned were not RU's for the new PMIS system. Instead their personnel service records were maintained at the next higher level of command (usually a Group Office). Physical separation of personnel records from the unit is not a new concept in the Coast Guard.

In 1980 the 11th District Commander (Long Beach, CA) with the approval of the Commandant initiated an innovative venture ". . .in response to a problem which was impacting heavily and adversely upon the quality of life for Coast Guardsmen assigned here. . ." {Ref. 1} Subsequently the 11th District Commander created the prototype Personnel Support Center (PSC) which today consolidates all the 11th District's personnel records (approximately 1272) and provides in a single location "customer service" for all pay and personnel matters including travel, transportation and ID cards.

In early 1982, a special project office (G-P-2) was created at Coast Guard Headquarters with a Captain (O-6) in charge. This office joined the PMIS and JUMPS (automated pay) staffs together and recognized the critical dependency of automated

pay on accurate PMIS reporting. The goal of this office is to implement a fully automated and accurate centralized pay system. Three noteworthy early actions of the G-P-2 office were as follows:

1. 15 Mar 82 Solicited ". . .comments and views of our people on these ideas and others concerning improved data preparation, organization and feedback . . ." The solicitation was made by an All Coast Guard (ALCOAST) message on the subject of Automated Pay and Personnel Systems. {Ref. 2}

2. Formed an ad hoc committee of operating and support program managers at Headquarters to study the concept of Personnel Support Centers. A delegation of 13 top level managers from Headquarters (including 3 Rear Admirals) visited the PSC at Long Beach, CA on 7, 8 June 1982.

3. 21 July 82 Solicited from the 13th District Commander (Seattle, WA) a review and comment of regional PSC concepts. {Ref. 3} The reason for this was that in spite of the apparent "success" of the PSC at Long Beach; there seemed to be institutional resistance to implementing PSC's servicewide. On 24 September 82 the 13th District Commander officially indicated committment to establishing a PSC within that District. {Ref. 4}

B. PURPOSE

The purpose of this thesis is to document and record the specific events and results of the prototype PSC in Long Beach

as well as a secondary test site in Seattle, as an example of change in a complex organization. By compiling a record of what has been done, the reactions of the people to the changes or proposed changes and comparing that with a "desired state", I would hope that planners and managers in the Coast Guard might gain some insights to assist in developing future change strategies. Subsequently, this research might be considered narrow in it's applicability to other organizations or change situations. This is by intent and design. If "action research" is a spiral of steps composed of a circle of: planning, action and fact-finding about the result of the action; then this document (to some degree) constitutes the third phase. Implementation of PSC's throughout the Coast Guard seems very likely at this time. Lessons leaned from the test sites should be useful to leaders and managers in other Coast Guard Districts.

This discussion does not presume that innovations directly related and useful to design and implementation of PSC's in the Coast Guard are not occurring in other Coast Guard Districts. They in fact are, and this author is aware of several, particularly in the 3rd, 8th and 17th Districts. However, because of various constraints this paper will focus on the efforts in the 11th and 13th Districts.

In addition, this thesis is not an evaluation of plans or actions that have occurred in the sense of trying to determine right or wrong or best. The reader should recognize that the

author is merely trying to filter and process a large volume of information and present it in a format that is orderly and possibly useful.

C. CONTENT

In Chapter II, the literature on organization theory is reviewed, particularly in the areas of design and change. Chapter III will describe the methodology used to gather information and data for the thesis.

Findings on what has occurred (is occurring) in the 11th and 13th Coast Guard Districts, as well as at two US Navy PSC's will be discussed in Chapter IV. This is followed in Chapter V with an analysis of a survey questionnaire administered to Yeoman (YN) in the 11th, 12th, and 13th Districts. In Chapter VI some conclusions and recommendations based on the information and data discussed in the first five chapters are presented. Suggestions as to how to continue in the "action research" cycle while implementing PSC's will be outlined.

In this thesis the emphasis will be on people rather than technology. The current and previous Commandant of the Coast Guard have both communicated and emphasized the importance of the people in this organization. The PSC concept offers an opportunity to make improvements in the quality of life for many Coast Guard persons. We have an obligation to commit our best effort to this change process and insure it's success.

II.   LITERATURE REVIEW

A.   CHANGE IN ORGANIZATIONS

There is an abundance of literature on the subject of organization change. In this section the author tries to cover some of the relevant models and theories which could be useful in planning implementation of PSC's in the Coast Guard. Much of the material covered in this chapter falls under the umbrella of the term "Organization Development" (OD). A literal interpretation of the words organization development suggests: change, improvement or maturity of a group of people come together for a purpose. Some other definitions associated with the term OD include:

A planned change process, often system-wide, facilitated by a "change agent", who essentially acts as a catalyst.

A long term effort aimed at problem solving and the self-renewing process; using the theory and technology of the applied behavioral sciences, including action research.

Emphasis on more collaborative management of organization norms and culture. There are several models which contribute to the understanding of organization change.

1. Leavitt Model

Harold Leavitt has done much work in modeling organizations and change. In Figure 1 we see the basic Leavitt diamond with four dimensions of an organization and arrows indicating

Figure 1

Leavitt's Model of Organizations

———— Intended direct change.   — — — — Indirect change.

Figure 2

Targets of Change and Their Interactions

interaction. Surrounding the diamond is the environment which
also affects processes and decisions which occur in the organi-
zation. Figure 2 is a model depicting what Leavitt considers
the three primary targets which managers can manipulate to
produce changes in task performance.

Structure. Changes in departmentation, span of control,
task design and control systems can improve task performance
in that working relationships between roles are redefined.

Technology. Improved methods of doing work such as
by machines, particularly computers, which can store and retrieve
information and do repetitive computations with great speed
and accuracy.

People. Change of people assumes that task performance
depends largely on peoples' attitudes toward the task and their
co-workers. Some techniques for people change include: skills
training, socialization, human relations training and OD.

Leavitt cautions that the three targets are not indepen-
dent of one another. A change in one is likely to produce
changes in the others, and it is the interaction among all three
that really affects task performance. Many managers prefer
objectively rational approaches and see technical or structural
change as the most acceptable.

2. Excellent Organization Model

The management consulting firm of McKinsey & Co. has
developed a model (see Figure 3) for understanding change in
organizations. Their contention is that real change in large

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Figure 3
McKinsey 7 - S Framework

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institutions is a function of at least seven (hence "7-S") "hunks of complexity". In their best seller, In Search of Excellence, Thomas J. Peters and Robert H. Waterman, Jr. (of McKinsey Co.) have recorded the results of their research into what causes some companies to perform so much better than others. A summary of eight attributes which they discovered in excellent, innovative companies are as follows: {Ref. 5}

a) Begin with a bias toward action. The best companies encourage action over procrastination or extensive analysis.

b) Stay close to the customer. The best companies cultivate their customers, are fanatics about quality control, and use customer suggestions for product improvement and innovation.

c) Encourage autonomy and entrepreneurship. At the most successful companies, all employees are encouraged to practice creativity and practical risk-taking during the execution of their jobs.

d) Understand that people are responsible for productivity. Rank and file employees are treated as adults; they are viewed as co-equals by management.

e) Encourage "hands on", innovative values. Winning companies have strong cultures. Values are maintained by personal and enthusiastic attention from top management.

f) Stick to the knitting. The best companies know the ins-and-outs and singular qualities of their particular businesses and don't diversify into unfamiliar fields.

g) Keep the forms simple and the staffs lean. Top
staffs are kept small. The structures of the companys'
organizations are kept simple and flexible.

h) Employ "simultaneous loose-tight properties".
The best companies maintain a paradoxical combination of cen-
tralized and decentralized properties in their organization
structures. They are tight about the things that are truly
important and extremely loose about the rest.

According to Peters and Waterman:

"Our findings were a pleasant surprise. The project showed
more clearly than could have been hoped for, that the excellent
companies were, above all, brilliant on the basics. Tools
didn't substitute for thinking. Intellect didn't overpower
wisdom. Analysis didn't impede action. Rather, these
companies worked hard to keep things simple in a complex
world. They persisted. They insisted on top quality. They
fawned on their customers. They listened to their employees
and treated them like adults. They allowed their innovative
product and service champions' long tethers. They allowed
some chaos in return for quick action and regular experi-
mentation."

Some readers at this point may be saying to themselves:
"those are wonderful ideas and they make sense, but the research
was done in commercial business enterprises. How does it apply
to us in a government agency; a military organization no less?"
Reference is made to a recent speech by Coast Guard Commandant,
Admiral J. S. Gracey on 20 January 1983. {Ref. 6}

"I think there is no doubt that the Coast Guard is clearly a
high performing system. . .We want to assure high performance
levels. . .We are creating a family advocacy program. . .One
of the problems we need to work on is to come to grips with
problems and solve them. Take a chance. . .establish a wide
sense of trust and confidence. . .give people freedom to do
their thing, to do their job. . .freedom to make a mistake. . .
freedom to take a chance. . ."

"Work on issues, not personalities. Don't tell me who's to blame. . .(let us) strive to be masters of our own fate."

"We will do our own studies. . .so it isn't perfect. It's good enough to work on and we'll tune it up as we go. At least we'll get on with it. . .Don't wait for the ultimate solution. . .don't keep designing something. . .don't wait to work out every last wrinkle. . ."

"Interpersonal relationships. . .caring about each other, and respect for each other in a supportive climate."

"We will consult with you and we will listen to you. . . your views are important. . .those who are impacted by a decision will be involved in the decision process. . ."

Without duplicating the Admiral's entire speech it should be evident that his perception of the Coast Guard and his personal leadership and management philosophy bears many similarities to the findings of Peters and Waterman in their "Lessons Learned from America's Best Run Companies".

3. Other Change Models

It is important to recognize that many forces act to keep an organization in a state of equilibrium. Forces opposing change are also forces supporting stability or status quo. According to the "force-field" theory of Kurt Lewin, any behavior is the result of an equilibrium between driving and restraining forces {Ref. 7}. Figure 4 is an illustration of Lewin's model. The size of the arrow would indicate the relative strength of the force. Using this model and identifying the various forces as well as the current and desired states would provide the "change agent" valuable insight for planning the change. The forces can be of many types and the behaviors or performance can be that of an individual, group, or entire

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Forces maintaining status quo

Desired
balance point

Present
balance point

Forces for change

Figure 4
Force-Field Diagram

UNFREEZING $\longrightarrow$ CHANGING $\longrightarrow$ REFREEZING

PRESENT STATE $\xrightarrow{\text{CHANGE PROCESS}}$ FUTURE STATE

Figure 5
Organization Change Models

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organization. This equilibrium concept suggests that organizations
have forces that keep performance from falling too low, as well
as forces that keep it from rising too high. Programs of planned
change are directed toward removing or weakening the restraining
forces and toward creating or strengthening the driving forces
(forces for change).

Lewin, Edgar Schein and others have looked at change in
another way (see Figure 5); in particular at the idea of change
that sticks or becomes permanent. It involves "unfreezing"
the present behavior pattern, "changing" or developing new
behavior patterns and then "refreezing" or reinforcing the new
behavior.

Unfreezing involves making the need for change so obvious
that the individual, group, or organization can readily see and
accept it. New information, recognition of decreasing effective-
ness and external pressures might be unfreezing devices.

Change involves internalizing new behaviors, beliefs
and attitudes which contribute to a common vision of the
"desired state".

Refreezing means locking the new behavior into place by
means of supporting mechanisms. Praise, rewards and other
reinforcement by managers will be required. Early success
can be valuable to the refreezing process of organization
change.

A formula to assist managers in determining whether
a change effort is likely to be successful follows: {Ref. 8 }

CHANGE = (D x C x P) > Cost of Change

where:

D = Dissatisfaction with the status quo

C = Clearly identified desired state

P = Practical steps toward the desired state or a planned process for managing the change

A very high cost of change may be difficult to overcome unless the other three variables are also very high. Since change is the product of D, C, P, a low value for any one of the three will tend to lower the total change potential significantly.

4. <u>Resistance to Change</u>

A major obstacle to the implementation of new policies, goals, or methods of operation is the resistance of organization members to change. James A. F. Stoner (1982) has identified three general sources of resistance to change.

a) Uncertainty about the causes and effects of change. Research in general indicates that men and women are creatures of habit. Fear of the unknown and untried is very real to some people. Even a change that can be recognized as good for the organization may be resented.

b) Unwillingness to give up existing benefits. It seems inevitable that in any change situation some individuals may have a greater cost than others. These preceived costs will be in terms of lost power, salary, prestige, quality of work or other benefits and will not be sufficiently offset by any rewards of the change.

c) Awareness of weaknesses in the changes proposed. Some persons affected by a change will have information not considered by the change agent or change plan. This kind of resistance may be beneficial in that it will allow change proposals to be modified with consideration toward new information.

Kotter and Schlesinger offer six ways of overcoming resistance to change. {Ref. 9}

a) Education and communication.

b) Participation and involvement.

c) Facilitation and support.

d) Negotiation and agreement.

e) Manipulation and co-optation.

f) Explicit and implicit coercion.

5. The Change Process

This section examines three common approaches to large system change and the problem of motivating others, primarily from the perspective of top management. The assumption underlying this perspective is that no change can occur in hierarchical organizations (like the Coast Guard) unless dissatisfaction and a new vision exists at the top. Top managers must be committed to the change and exercise influence on others in the organization.

Top down change. Most top down changes are unilateral. That is, only a few people, usually at the top, are involved in the decision-making process. Subsequently these changes are

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usually introduced very rapidly. Some of the ways that a

change is communicated includes:

By decree. "Effective 30 June the following. . .etc."

By technology. The new way to perform this work. . .

By replacement. Change personnel.

By structure. Create new roles or organizational devices.

Bottom-up change. Perhaps at the other extreme from

the top-down, unilateral approach. Responsibility is usually

delegated or initiative taken by individuals or groups who

see a need to change. Some examples of bottom-up change include:

By training.

By staff group.

By experimental unit. Change can sometimes be brought about
by testing a new technology, a new approach to management
or a new structure at one organization site.

Shared responsibility for change. This is a more

moderate approach from the two extremes already described.

Top management does not decide everything nor do they abdicate

authority and responsibility for the changes in various parts

of the organization. There is almost continual interaction

between top and bottom levels and a process of mutual influence

occurs through:

Iterative communication.

Decision-making task forces.

Diagnostic and problem solving task forces.

The shared responsibility approach usually takes longer to imple-

ment; but results in more commitment. Table 1 provides an evaluation

EVALUATION CRITERIA

Approach to Change	Multiple Constituencies Satisfied	Speed	Long Term Results	strain	"Take" (Permanence)	Dysfunctional effects
Top-Down or Unilateral	L – M	H	L – M	H	M	M – H
Bottom-Up or Delegated	L – M	L – M	L	M – H	L – M	H
Shared	H	L	H	L – M	H	L

L = Low   M = Medium   H = High

Table 1

Evaluation of Change Strategies   (Ref 10: p.58)

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of the various change strategies. {Ref. 10}   The shared

approach seems to provide the best overall benefits to an

organization.

In summarizing this section on change, the US Army

Organizational Effectiveness Center & School (Ft. Ord, CA)

has come up with a very simple but succinct statement:

"When you manage change in a complex system, you can achieve
only two of these three outcomes:"

GOOD   FAST   CHEAP

B.   ORGANIZATION DESIGN

An organization is a system designed to accomplish shared

purposes. {Ref. 11}   A common way of looking at an organi-

zation is to check the formal structure which is intended to

identify the specific tasks, responsibilities, and coordinating

mechanisms among the various roles. Mintzberg (1979) defines

structure as the sum total of the ways in which an organi-

zation divides its labor into distinct tasks and then achieves

coordination among them. The concept of organization design

results from a combination of our definition of organization

and the concept of strategic choice. {Ref. 12}   Galbraith

(1977) suggests that organization design is a design process

intended to bring about a coherence (or fit) between the goals

or purposes of the organization, the patterns of division of

labor and interunit coordination, and the people who will do

the work. Figure 6 is a model depicting this three-way

relationship.

Figure 6
Concept of Organization Design
(Ref. 13: p.5)

Andrews (1980) suggests that the strategy of the organization should come first and be the chief determinant of organizational structure and the processes by which tasks are assigned, and by which performance is motivated, rewarded and controlled. He further notes that:

> ". . .in ongoing organizations formal structure may not be abruptly changed without great cost. . .Restructuring the organization becomes a subgoal to be worked toward over a period of years - perhaps without the interim publication of the ultimate design."

1. The Organization and Task Uncertainty

Modern organization theory places a great deal of emphasis on task uncertainty as a critical condition affecting organization design decisions. {Ref. 11} An oversimplified way of looking at an organization might be in terms of an "organic" or "mechanistic" system.

An organic system implies the qualities of a living organism with structural flexibility as a key characteristic. These types of systems seem more readily able to change and adopt responses to new situations. Mechanistic systems, on the other hand, like the name implies are more like a machine designed for efficient operation. A bureaucracy is perhaps the pure mechanistic form. All aspects of job design, work relationships and responsibilities are clear and well defined. People know what is expected of them. Reward and control systems are correctly employed. There is an organizational rule or procedure to cover every possible situation that might be encountered.

It should be recognized that there are advantages and disadvantages of either the organic or mechanistic form, depending on the degree of task uncertainty faced by the organization. Figure 7 illustrates this concept in terms of organizational choices and their consequences.

2. The Design of Positions

Robey (1982) identifies four basic approaches to the design of positions (tasks or activities that a person performs). The scientific management approach {Ref. 14} produces jobs which are highly specialized and leave little discretion for the worker. Managers plan, organize, and control work activities. Workers follow directives.

Job enlargement (horizontal job loading) promotes increased variety giving the worker more elements of a job to perform and a longer cycle time for the job. This causes the work to seem less repetitive. Job enrichment (vertical job loading) has been promoted by Frederick Hertzberg. The approach consists of moving certain managerial functions down to the level of the workers allowing them to make more decisions and control their own work.

A fourth approach, creation of autonomous work groups, gives responsibility for planning, operating and controlling to a group of workers. This essentially leaves decisions on task design up to the members of the work group. The greater discretion brings uncertainty for management about the exact manner in which work is accomplished and who is responsible for it. "Quality circles" could be considered an attempt

Figure 7

Structural Variations Used to Cope with Task Uncertainty

(Ref. 11: p.94)

to provide job enrichment and enlargement without going to the extreme of creating autonomous work groups.

Recognition of differences in individuals is an important part of designing jobs. The tendency is to assume that enriched or enlarged jobs with greater autonomy is more desireable; but, research shows that some people are more satisfied with jobs that are narrow in scope and do not involve much planning and control.

3. Span of Control

Division of work and departmentalization are the ways by which organizations attempt to increase productivity and efficiency. Coordination of these different activities may be considered the essence of managerial activity and involves the concept of span of control. This term implies supervisory control, specifically, how many subordinates report directly to a manager. Numerous management writers have addressed this subject and choice of an appropriate span can be a source of much debate. According to Stoner (1982) span of control affects the efficient utilization of managers and the effective performance of their subordinates. Too wide a span might result in managers overextending themselves and subordinates would receive too little guidance or control. On the other hand, too narrow a span could result in the underutilization of managers.

Span of control is a key variable in organization design. It affects the shape (i.e., height and breadth) of

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the organization chart. {Ref. 11} Some researchers argue,

justifiably, that a count of the number of subordinates

reporting to a supervisor does not adequately measure the

closeness of the supervision. {Ref. 15} Personal styles

of supervision vary widely and there are many substitutes for

direct supervision as a means of control. Most classical

theorists recommend a rather narrow span of control for two

basic reasons. Some psychological research has shown, or

suggests that human information processing capacity is

limited. Secondly, Graicunas argued that the number of

possible interactions within the subordinate group increases

geometrically with the size of the group.

According to Robey (1982) there are three conditions

which affect the span of control: task uncertainty, profession-

alism, and interdependence. In general, wider spans of control

are possible where task uncertainty is low and professionalism

high. Conversely, high task uncertainty combined with low

professionalism might indicate a requirement for narrower

span of control. In between is where the difficulties lie.

The organization designer is not applying formulas to derive

the correct supervisory ratio; but rather invoking an

understanding of theory and strong familiarity with the details

of the organization.

Lockheed analysts selected and defined what they felt

influenced the span of management: {Ref. 16}

a) Similarity of functions supervised: the degree to

which the functions or subordinate tasks are alike or different.

b) Geographic contiguity of functions supervised: how closely located to the manager the functions or subordinates are.

c) Complexity of functions supervised: the nature of the functions or tasks for which the manager is responsible.

d) Direction and control needed by subordinates: the degree of supervision that subordinates require.

e) Coordination required of the supervisor: the degree to which the supervisor must try to integrate functions or tasks within the subunit or between the subunit and other parts of the organization.

f) Planning required of the supervisor: the degree to which the manager will have to program and review the activities of his or her subunit.

g) Organizational assistance received by the supervisor: how much help in term of assistants and other support personnel the manager can rely on.

4. Other Design Factors

There are many other design factors in the literature which will not be detailed in this paper. For example, Mintzberg (1979) identifies nine design parameters and breaks them down into four groups (see Table 2). He suggests that

> ". . .design assumes discretion, an ability to alter a system. . .In the case of organization structure, design means turning those knobs that influence the division of labor and coordinating mechanisms, thereby affecting how the organization functions - how materials, authority, information and decision processes flow through it." {Ref. 17}

Some other factors affecting design include:

    a)   power and conflict

    b)   age and size of the organization

    c)   organizational growth and decline

    d)   environment

    e)   technology

In summary, organization change can involve manipulating the formal structure; but, this is not the only variable in the change formula. The reader must also consider the less tangible factors such as: shared values, style, . . .etc. (Figure 3)

TABLE 2

Grouping of Design Parameters

(Mintzberg 1979)

Group	Design Parameter
Design of positions	Job specilization Behavior formalization Training and Indoctrination
Design of superstructure	Unit grouping Unit size
Design of lateral linkages	Planning & Control systems Liason devices

Design of decision-
  making system
	Vertical
	   decentralization
	Horizontal
	   decentralization

III. RESEARCH METHOD AND SURVEY DESIGN

This chapter is intended to acquaint the reader with the method and procedure by which the author attempted to acquire information and data. The author's initial approach was to become totally immersed (in a macro sense) with all facets and aspects of the Coast Guard organization remotely associated with the PSC project. It became apparent, relatively early on that this could become an overwhelming task. Subsequently a decision was made to focus on Yeomen personnel, the historical events of the implementation of the PSC in Long Beach and ongoing events in Seattle, including the reactions of those involved in the process. The US Navy's activities and experiences with the PSC concept was also considered to be within the scope of this thesis.

A. THE DATA AND INFORMATION GATHERING PROCESS

The initial impetus for this thesis was provided by the Captain (0-6) in charge of the Office (G-P-2) at Coast Guard Headquarters, which as previously mentioned has the goal of implementing an automated pay system. Many documents including: directives, planning papers, memos, letters, etc., from Headquarters, were provided to the author. In addition contact was made with the Personnel (p) Division Chiefs of the 11th and 13th Districts by the Headquarters Captain to facilitate the author's efforts with information gathering.

On 1 February, 1983 a visit was made to the Coast Guard
Training Center at Petaluma, CA. This is the location of the
YN "A" School (basic skill training for entry into the YN
rating). This visit revealed two useful pieces of information.

1. The YN "A" School was in the process of setting up a
curriculum for training students to use the C-3 Coast Guard
Computer terminal for preparing PMIS documents.

2. The administrative section of the Training Center
command was an operational test site for the use of the C-3
computer in actual PMIS document preparation.

Subsequent to this visit and partially as a result of
interviews/discussions with Yeomen people a decision was made
to conduct a survey of Coast Guard Yeomen at large. Detail
of the survey questionnaire is in the next section of this
chapter.

The 10th and 11th of February, 1983 were spent visiting
the 11th District Office in Long Beach, CA and the Prototype
PSC located at Base Terminal Island, San Pedro, CA. Discussions
and interviews were conducted with staff officers in:
Personnel, Planning, and Telecommunications (computer systems
management). Many documented records (letters, memos, etc.)
were obtained during this visit as well as a very rich historical
perspective from several individuals who had been involved in
the entire PSC evolutionary process. The intent of the
interview process was to have the minimum structure possible
and just to get the interviewees talking about the PSC and
their perceptions about it.

During the next several weeks surveys were distributed in the 12th and 13th Districts and responses were being received from 11th District surveys. The survey data was placed in a file on the Naval Postgraduate School's (NPS) IBM 360 Computer. A program using the SPSS (Statistical Package for the Social Sciences) software was developed to compile and analyze the data. Also during this period regular phone contact was maintained with the 13th District Personnel Division. They provided the author with papers (letters, memos, etc.) related to the ongoing PSC project, which interestingly they (13th District) were calling RPSC (Regional Personnel Support Center).

Part of the author's education requirements included a two week "field experience tour" at a US Navy HRMD (Human Resource Management Detachment). A visit to HRMD Whidby Island (approximately 100 miles north of Seattle) occurred during the last two weeks of March '83. This experience provided two opportunities related to this thesis: a two day visit at the 13th District Office, observation of an operational US Navy PSC at Whidby Island including an extensive interview with the Officer-in-Charge. This latter experience proved to be quite valuable in that there were notable differences between the Navy PSC at Whidby Island and the local PSC at NPS.

B. SURVEY DESIGN AND RESPONSE

The decision to conduct a survey of Coast Guard Yeomen was motivated and influenced by several factors.

1.   Of all the planning efforts and work being done toward consolidation of service records and implementing the PSC concept, there didn't seem to be much input or consideration of ideas from the "core" group of working people (i.e., the Yeomen).

2.   The PSC function of the Storekeeper (SK), while currently relevant under a manual pay system, is perceived as being eliminated in the future under an automated pay system. Hence, surveying SK's was considered unnecessary.

3.   Several Yeomen , during early interviews, had indicated very different perceptions of PMIS and JUMPS and how it related to their work.

4.   The 11th District Commander's report {Ref. 1} indicated that

> ". . .Yeomen throughout the District expressed grave concern
> about their career development, and the penalty they might
> have to pay because they did not have PMIS experience. . .
> (PSC, YN) expressed no qualms about returning to general
> duty. . ."

The design of the survey questionnaire was constrained by the author's decision to limit the length to 3 pages. The logic here was that a shorter instrument would increase the likelihood of a higher response rate and also enhance the quality of data from the open-ended question because more time would be spent on it. Another difficult decision was to limit the sample to all Coast Guard YN in the three (3) West Coast Districts. The choice of the 11th and 13th Districts is intuitive; but, the 12th was selected simply for convenience

in distribution. The question as to whether the selected sample is representative of the total Coast Guard YN population can certainly be raised.

The questions (see Appendix A) selected to measure: motivation (6,7), satisfaction (8,9,10,11), evaluation/ recognition (12,13), and leadership/management (14,15,16,17) were taken from a standard Navy HRM survey questionnaire {Ref. 18}. It was felt that these questions had been adequately tested (through time and use) to meet validity and reliability criteria. The remaining questions were created by the author to evaluate use of labor saving devices in general; use of the C-3 Coast Guard computer terminal and attitudes toward it; YN work preferences (22); and one question (each) for factors of time spent, competence and training (23,24,25).

The survey distribution and response record can be seen in Table 3. The author labeled and mailed questionnaires from the 11th District Office on 10 February 1983. The District personnel roster was used to identify all the YN in that District. The PSC questionnaires were completed and returned to the author during the 11 February visit at that unit. The 12th District questionnaires were distributed in a similar manner on 1 March 1983, (i.e., author visited 12th District). The 13th District questionnaires were mailed to that District with telephoned instructions regarding distribution procedures.

The overall response rate was considered quite good (73.2%) with the 11th District being the lowest and the 12th

Table 3

Survey Distributions and Responses

Date	Event
2 -8-83	Pretested questionnaire, 3 responses.
2-11	Distribution in 11th District (59 questionnaires)
2-11	9 responses (PSC)
2-14	9 responses (mail)
2-16	4 " "
2-17	8 " "
2-18	5 " "
2-25	1 " "
2-26	1 " "
3- 1-83	Distribution in 12th District (96 questionnaires)
3- 1	Mailed 96 questionnaires to 13th District
3- 3	6 responses (mail)
3- 4	16 " "
3- 5	21 " "
3- 7	5 " "
3- 8	8 " "
3- 9	2 " "
3-10	4 " "
3-11	4 " "
3-12	20 " "
3-14	12 " "
3-15	3 " "
3-16	9 " "
3-17	8 " "
3-18	12 " "
3-19	5 " "
3-21	3 " "
3-22 to 3-30	5 " "
4-2 to 4-14	13 " "

District highest (see Table 4). Table 5 shows the number of
respondents in each paygrade and compares that with the total
authorized YN billets for each paygrade (as determined from
the Coast Guard Enlisted Billet Manual). The lowest paygrade,
YN3 (E-4) is the least represented (7.2%); but, the overall
sample represents 10.9% of the total population which is
considered quite representative in terms of quantity.

Table 4

Survey Response by Geographic Area

Geographic area	Surveys Distributed	Number of Responses	% Response
11th District	59	39	66.1
12th District	99	77	77.8
13th District	96	70	72.9
total	254	186	73.2

Table 5

Survey Response by Paygrade

Paygrade	Number of Respondents	Total Authorized Billets	% Response
YN3 (E-4)	37	513	7.2
YN2 (E-5)	66	516	12.8
YN1 (E-6)	53	438	12.1
YNC (E-7)	20	185	10.8
YNCS (E-8)	5	34	14.7
YNCM (E-9)	5	24	20.3
Total	186	1710	10.9

IV. PERSONNEL SUPPORT CENTER FINDINGS

A. 11TH DISTRICT PROTOTYPE PSC

The initial impetus for change in the 11th District seems
to be attributable to two factors.

1. Morale in the pay section of the Comptroller's Office
was extremely low. The management reasons for this are not
clear; however, a specific perception was that upon entering
this office a "customer" tended to feel very uncomfortable.
Personal pay problems in the District seemed to be the norm
rather than the exception.

2. The District Hearing Officer (dj) at the time (1979,80)
had a strong interest in personnel and one can presume that he
was probably exposed to many UCMJ (Uniform Code of Military
Justice) cases involving problems perceived as directly
attributable to the pay/personnel system. This officer was
instrumental in initiating much of the early effort toward
a "centralized service record management system."

During the February-March, 1980 period, the Hearing Officer
and his Warrant (pers) assistant in cooperation with the
District Personnel Officer (p), sought and received top
management support for this special project (i.e.: centralized
service record management). The District, Chief of Staff

(dcs)[1] agreed to allow work on this project on a "not-to-interfere-with-present-dutues basis." Momentum on the project built rapidly with the apparent enthusiasm of the innovators (including the dcs). Bureaucratic lethargy or processes were unable to contain this desired movement for change.

In a 24 March 1980 letter to the Commandant (G-P), the 11th District Commander was very proactive in stating his intent to establish a consolidated records management system within the District. The proposal was to be a 12 month test and included several key elements:

1. Use of existing personnel (Yeomen) resources.

2. Relocation of those personnel to staff a "Personnel Records Maintenance Branch" at Base Terminal Is. (separate from the District Office).

3. Initial service for all units in the immediate LA/LB (Los Angeles, Long Beach) area including approximately 564 service records.

4. Initial use of conventional methods (manual) for service record maintenance.

5. Intent to investigate use of office technology for automation of work processes and to expand service to the entire District.

---

[1]The District Office Chief of Staff position is normally occupied by a very senior Captain (O-6). His primary duty is to coordinate the efforts of the District Staff and he is also the first in succession to command in the event of the absence of the District Commander.

The Commandant's agreement to, and support for this project
required little action other than: approval, ammendment to the
PMIS manual of "reporting unit" designations, and a few
personnel reassignments. Formal approval (letter form) from
Commandant was dated 1 May 1980, just 37 days from the date
of the initial proposal. (Note: One can reasonably speculate
that much informal communication between the 11th District
and Headquarters was occurring during this period.) In
conjunction with approval for this project the Commandant
placed a requirement for quarterly reports to identify
specifically: (1) lost manhours to commuting; (2) ease of
data retrievability by supported sub-units; and (3) effects
on career enhancement of Yeomen (YN).

The "Records Branch" was established in May 1980 and was
able to claim almost immediate success in terms of PMIS
accuracy and speed. Although there was some resistance to
this organizational change the enthusiasm and conviction of
the "dcs" as well as his organizational position power
(senior Coast Guard Captain) sustained the momentum.

By January of 1981 the PSC had integrated the functions
of PMIS, pay, travel, transportation and Identification Cards
into a single organizational entity under the same roof.
The initial organization structure for the center is shown in
Figure 8. By the summer of 1981, the 11th District was
claiming that the time required for executing PMIS documents
and posting that information to pay records had been reduced
from 78 days to 6 days on the average.

```
                        Branch Chief
                        CWO4(PERS)
                            │
      ┌─────────────────────┼─────────────────────┐
      │                     │                     │
PMIS Supervisor            │              Pay Supervisor
  CWO2(PERS)               │                CWO2(F&S)

    1 YNC                  │                  1 SKC
    2 YN1                  │                  1 SK1
    3 YN2                  │                  2 SK2
    3 YN3                  │                  3 SK3
                           │
                     Transportation
                          GS-7

                         1 SK2
                         1 SK3
```

Figure 8

Organization Structure 11th District PSC

In August of 1981 a planning proposal was submitted to the Commandant to establish the Personnel Support Center (PSC) as an independent Command (instead of being a branch under the District Personnel Division). Authorization for this change was received in May 1982. Subsequently, the PSC at Base Terminal Is. was commissioned as a separate unit on 22 July 1982. Also during the summer of 1982 the officer (Captain), who had been the "dcs" for the 11th District during this period, retired from the Coast Guard.

The reader seeking further detail as to the evolution of the PSC should acquire and read The Eleventh District's Personnel Support Center: An experimental approach to the improvement of the quality of work life, prepared by 11th District (dt), 1 December 1981. This report has received a fairly wide distribution. Several Coast Guard Flag Officers (top management) have responded favorably to the successes of the 11th District PSC. {Ref. 19} The remainder of this section is more directly developed as a result of the author's visit to Long Beach in March 1983.

Several changes of key people on the District staff had occurred the previous summer (1982) and there still seemed to be much debate over the issue of PSC personnel resources; specifically billet levels for YN and SK's. There was a strong reluctance on the one hand to request additional personnel resources from the Commandant. This was due partly to previous commitments to conduct the PSC prototype experiment

without additional personnel resources, as well as the wide-spread acclaimed successes of the PSC. (" . . .requesting resources which are not clearly justified could result in the death of the PSC concept servicewide.") Previously the enlisted assignment officers had provided over-staffing of the PSC; but, that windfall appeared to be on the verge of termination. There were several other factors contributing to the active debate over personnel resources at the PSC as follows:

1. The addition of approximately 350 service records from the two units most resistant to the PSC concept and to giving up their service records. This transfer of workload to the PSC was done without any billet increases. (i.e.: The units affected gave up service records; but no YN billets.)

2. A perception that Headquarters was creating a work standard of 100 records per YN. The current average at the PSC was considerably higher (see Table 6).

3. Personnel transfers were perceived to be causing problems in two basic ways: lack of continuity with billets vacant for several months and inadequately trained or qualified YN reporting for duty. The turnover rate also seems excessive at 23 YN assigned to 10 billets in 30 months.

4. The C-3 computer terminals were installed; but not being used for PMIS document preparation due to system problems. General perception was that C-3 would not provide greater efficiencies than the Lexitron word processors currently being used.

Table 6

YN Service Record Workload at PSC

Billet	No. of Records	No. of Units
E-4	185	1
E-4	100	2
E-4	127	1
E-5	153	9
E-5	187	3
E-5	172	3
E-6	148	8
E-6	200	2
Total	1272	29

* Average 159 records per YN

Portions of a letter written by the CO of the PSC to the 11th District Personnel Officer on the subject of personnel allowance serves to further illustrate some of the concerns.

". . .PSC is a unit of the Coast Guard that requires other functions to be performed besides maintaining service records. . .at no time have I ever had the desire to be over-billeted. . .we have run a 'shoe-string' organization since the day of inception. The Warrants (commissioned Warrant Officers) at this unit have performed cleaning details, carried furniture, made serv-mart runs and other menial duties to keep the SK and YN personnel working on personnel and pay matters. .never been at a unit that has experienced as much personnel turnover as has happened in the past two years. . .the installation of computers has not speeded up paperwork. . .I believe we have done the job required when the center was established. I requested this allowance change and documented the reasons approximately eight months ago. . .run the PSC at the personnel level that is on the allowance list (8 YN), we are in deep trouble. . . the wide variance in actual record handling is due to the fact that no two horses can handle the same identical amount of work. A standard has to be established for any organization. However, no two people think, work, or do at the same speed. . .if and when the standard terminals (C-3s) are connected with the Pay Center, possibly less personnel would be required. . .don't think we should be allowed to sink, waiting. . .do not think we should plan on running the PSC on an assumption. . ."

The first CO of the PSC, who had been with the project since inception provided this author with some confirming observations regarding the implementation of organization change. His personal commitment and belief that the PSC concept would work was very evident in his attitude and the way he spoke about the project. A description of how the District, Chief of Staff used to visit the center every day and constantly call on the phone to check up on things provided the image of a mother hen and her chicks. The enthusiasm of the PSC staff toward their work provided evidence of good leadership and management practices at this unit. The physical

layout of the building is conducive to good communication and teamwork processes. (i.e.: open bay with all YN and SK's in the same large room. There is a separate area for customer service and Identification cards.)

On first arriving at the PSC the author requested TAD (Temporary Additional Duty) orders and provided the YN with a copy of message orders authorization. In less than 10 minutes the task was completed, correctly done and the YN seemed pleased to have been able to help. This incident helped to define for the author the term "customer service".

B. 13TH DISTRICT FINDINGS

At the time of this writing (May 1983) the 13th District RPSC is not a functioning organization element. Many parts of the District are working toward a desired "start-up" date ". . .tentatively planned for mid-summer. . ." {Ref. 20}. A chronology of the events which have occurred to date in this project are as follows.

1. 21 July 1982. Letter from Commandant to 13th District Commander. {Ref. 3} This letter solicits input on the subject of RPSC's. It also includes several enclosures and addresses "the case for regionalization of PMIS/JUMPS" as well as a proposed regional (YN) billet structure for the 13th District.

2. 24 September 1982. Commander, 13th District responds by message to Commandant {Ref. 4} stating intention to ". . .support a trial of the concepts. . ." which means implement a RPSC in the 13th District.

3. 7 December 1982. District Commander solicits input
{Ref. 21} from Seattle area units and District staff divisions.
This letter contains a variety of background information
including: the implementation of JUMPS, the 11th District
experience, office automation and information technology,
problems and concerns, tentative plans for implementation in
the 13th District including the sources of billets and an
organizational structure (see Figure 9). Interestingly,
there is noteworthy variance in the proposed billet sources
(i.e.: identifying what units would give up which billets)
from that suggested by Commandant.

4. 8 December 1982 to 17 March 1983. Letter and memo
inputs submitted to the District Commander. (A summary of
these inputs is included as Appendix B.)

5. 15 December 1982. The CO of Support Center Seattle
met with other Commanding Officers (CO) of units co-located
on the Seattle waterfront to discuss the RPSC proposal.

6. 22 January 1983. Commander, 13th District message to
Commandant {Ref. 20} ". . .to report progress toward a RPSC
in the Seattle area. . ."

7. 27, 28 January 1983. Division Chief of Personnel (p)
and YNCM visited 11th District for PSC familiarization.

8. 2 February 1983. A request was made {Ref. 22} for a
Coast Guard Reserve Officer to come on active duty to be a
full time project officer for the implementation of the RPSC
(duration approximately 120 days).

Figure 9

Proposed Organization Structure for 13th District RPSC

9. 8 February 1983. A meeting was held at Support Center Seattle for the various District staff elements and units involved in the RPSC project. The stated agenda for this meeting included: location for the center, YN resources, operating procedures, organizational identity, etc.

10. Mid-March 1983. The District Commander retired. A Reserve Lieutenant (LT) reported to work on the RPSC project. He has a good management background as a hospital administrator and is experienced in the area of organization change.

11. 30 March 1983. The author visited 13th District.

During this time period between December 1982 and May 1983 progress has been made in several areas toward the implementation of the RPSC. Specifically, it has been decided that the RPSC would function as an organizational element (division) of Support Center Seattle and would be physically co-located with that command. The necessary engineering, communications and computer support activities are in progress to prepare the required RPSC work space. An officer (LT vice CWO) has been selected to be in charge of the RPSC organization. The tentative organizational billet structure identifies a complement of 37 personnel. These billets (particularly YN billets) have not been identified. One of the apparent major issues or debates in the 13th District at this time (not unlike the 11th District) is over YN personnel resources (see Appendix B). The unwillingness of the various units to give up YN resources to the RPSC seems to be based on several factors: (1) uncertainty about what kind of service the RPSC will provide and how that will

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reduce existing workloads. (2) A sense of inequity (i.e.:
"I'm giving up more than others."). (3) Concern that unit
missions will suffer as a result of giving up YN billets.

It does not seem unusual to this author that there is a
great reluctance to give up YN billets. Whether the arguments
are real, perceived or otherwise it seems to be an organiza-
tional fact of life that you don't willingly give up personnel
resources. Logic and rationale can always be found to justify
one's position. We live in a "more is better" culture.
Organizations (particularly bureaucracies) tend to grow,
not decrease in size. Research tends to confirm these
observations.

C.   U.S. NAVY PERSONNEL ADMINISTRATIVE SUPPORT SYSTEM (PASS)

In early 1979 the Navy established a consolidated system
for improving pay and personnel support to Naval personnel and
commands ashore. {Ref. 23} The PSA (Personnel Support
Activity) network is composed of Detachments (PSD) and Branch
Offices (PSBO). The Navy system allows for PASS offices to
be departments of existing commands or a separate activity.
Some of the criteria for making this determination are as
follows:

1.   Maintaining the number of separate activities to a
minimum.

2.   The size of the proposed PSA, both in geographic area
and in number of people and commands to be supported.

3.   The number of different claimants in the PSA area.

4. Other considerations, such as joint staff relationships and interfaces with foreign nations.

5. The actual need for command status to achieve PASS goals, as determined by the major claimant.[2]

The Navy PASS office system supports personnel and records in the following categories: active duty ashore, reserves, students, temporary ashore (i.e.: deployable squadrons, construction battalions, etc.) and some miscellaneous categories such as patient status or disciplinary pending. The size of the various PSD's and PSBO's vary from supporting a total of 122 up to almost 11,000 service records. In terms of the number of different units supported the variance is from 1 to 388. The entire system supports approximately 4400 units and a total of 353,000 personnel records including 21,000 which are for deployable personnel. There are a total (1979) of 132 PASS offices in the U.S. Navy system world-wide.

Originally the PSD's and PSBO's were billeted with a Warrant Officer or a Chief Petty Officer as the Officer-in-Charge (O.I.C.). Today, the majority of these positions are filled by Lieutenants (O-3) and Lieutenant Commanders (O-4). One Naval Officer stated that the reason for this was that the higher grade officers (as OIC's) were better able to communicate and interact with the more senior officers of supported commands.

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[2]Major claimants in the U.S. Navy are: CINCLANTFLT, CINCPACFLT, CINCUSNAVEUR, CNET, CNO, NAVCOMPT, CHAVRES, etc.

The author was curious about service records for Naval personnel assigned afloat. Each command maintains their own records primarily because most Naval vessels (ships) deploy for about six months (or longer) at a time. With respect to aviation squadrons that deploy, their records are transferred to the aircraft carrier upon deployment.

During the author's visits to PSD Monterey and PSD Whidby Island there seemed to be a general atmosphere of customer service, productivity, and good morale. The major difference between the two was the physical arrangement of the work space. Monterey has several separate rooms and offices for the various divisions and sections. Whidby Island has a large open bay set-up with a customer service desk and waiting area. Another difference was in size. Monterey has a staff of 30 and supports approximately 1600 records. Whidby Island supports about 7500 records with a staff of 85.

Navy PASS offices (PSD or PSBO) are organized functionally. The tendency here is for specialization within the Personnelman (PN) rating although supervisors did indicate that rotation of duties prevents too narrow a focus by the individual. Liaison arrangements with supported units are a normal practice at the Monterey PSD. Figure 10 is the organization chart for PSD Monterey and represents a structure which is standard throughout the Navy system. The following sections, extracted from PSD Monterey's Organization Manual {Ref. 24} should clarify for the reader the mission and functions of the PASS organization in general.

```
┌─────────────────────┐
│  Officer-In-Charge   │
│        CWO4          │
└──────────┬──────────┘
┌──────────┴──────────┐
│     Assistant        │
│  Officer-in-Charge   │
│        E-9           │
└─────────────────────┘
```

Administrative Support	Military Personnel	Travel and Transportation	Military Pay
E-8	E-7	GS-9	E-8

Administrative Automated Data Processing Selected Reserve	Receipt/ Transfer Record Maintenance I.D. Cards	Travel & Public Voucher Transportation Service	Pay Accounts Fiscal
1 E-6	1 E-6	1 GS-7	1 E-6
1 E-5	1 E-3	1 GS-6	2 E-5
2 E-4	4 GS-4	2 GS-5	1 GS-5
		1 GS-4	

Customer Service
E-8
1 E-6
3 E-5

Figure 10

Organization Chart for PSD Monterey

Mission: To Maintain pay and personnel records, provide pay and personnel service to officer and enlisted Naval personnel and provide passenger transportation service to all Navy-sponsored travelers as assigned by the PSA, San Francisco; to provide commands and activities with pay, personnel and passenger transportation management information; and to perform such other functions as directed by the PSA, San Francisco.

Functions: (1) Provide one-stop pay, personnel administrative and passenger transportation support to the individual service member; provide personnel support to dependents and retirees; and provide transportation support to Navy-sponsored civilians. (2) Provide military pay support to Naval activities and/or afloat units without a disbursing officer and provide other disbursing functions, where applicable. (3) Provide pay, personnel and passenger transportation management information to customer commands. (4) Ensure the accuracy and timeliness of submission of pay, personnel and passenger transportation data to Naval Military Personnel Command (NAVMILPERSCOM), Central Disbursing Officer (CDO), Navy Finance Center (NAVFINCEN), and Naval Reserve Personnel Center (NRPC) in support of Military and Personnel Management Information System (MAPTIS), Joint Uniform Military Pay System (JUMPS), and Manpower and Personnel Management Information System Inactive (IMAPTIS).

V. FINDINGS AND RESULTS OF THE SURVEY

This chapter is a summary of the results and analysis of
the data obtained from the "Opinion Survey for Coast Guard
Yeoman (YN)". The methodology and response information for
the survey is included in Chapter III. The actual responses
to the objective questions of the questionnaire (1 to 25)
are located in Appendix C. A summary of duties which were
added by respondents to the basic list of question 22 are
in Appendix D.

Perhaps the most important question (No. 26) was an
open-ended question which reads as follows: "What are your
recommendations for improving the Yeoman (YN) rating to help
meet your personal career needs and benefit the Coast Guard?"
Of the 186 respondents, 48 (25%) did not attempt to answer this
question. The other 138 respondents addressed a broad spectrum
of issues and concerns as might be expected. It was interesting
to note the variety of formats and length of the different
responses. Some respondents restricted themselves to the
allotted space (on the questionnaire) of 8 blank lines.
Other wrote on the back of the page or added pages. Many
of the responses were typed and the content often reflected
serious and well organized thoughts and ideas. Appendix E
is a summary of these comments consolidated and grouped by the
author. Appendix F contains a representative sample of
complete responses identified by the rate of the respondent.

A. YN DIFFERENCES AND SIMILARITIES BY DEMOGRAPHICS

A discussion of the various YN "factors" (i.e.: motivation, satisfaction, recognition/evaluation, leadership/management, time spent, competence and training) and their composition were included in Chapter III. This section will discuss the similarities and differences in these factors which might be explained by demographics. This is not intended to be a precise statistical analysis showing cause and effect relationships. The numbers being compared are simple "means", which is an average of the total scores. For those factors which are composed of more than one question, each question is equally weighted in computing the overall mean. Since the mean scores are rounded to the nearest tenth, the reader should expect that only differences of 0.2 or greater might be noteworthy.

Table 7 compares YN factors by geographic area. The author was particularly interested to see if there would be any differences which could possibly be explained by the existence of the prototype PSC in the 11th District. In fact the 11th District does tend to have lower scores than the total sample mean (TSM). Interestingly, the PSC Yeomen (see Table 8), who are a part of the 11th District sample, tend to have higher scores than the TSM. The net result is that 11th District YN not assigned to the PSC have notably lower scores (see column 5 of Table 7) than YN in the 12th and 13th Districts. Whether the difference can be attributed to the existence of the PSC; other geographical factors; or some combination of the two is not that clear. The largest

Table 7

COMPARISON OF VARIOUS YN FACTORS BY GEOGRAPHIC AREA

Factor	TSM	District			
		11th	12th	13th	*
Motivation	3.8	3.6	3.9	3.9	3.5
Satisfaction	3.8	3.6	3.7	4.0	3.4
Recognition/evaluation	3.1	2.9	3.2	3.3	2.8
Leadership/management	3.8	3.7	3.9	3.8	3.6
Time spent	3.7	3.3	3.8	3.8	2.9
Competence	3.8	3.7	3.8	3.9	3.7
Training	3.0	3.0	2.9	3.0	3.0

* 11th District less YN assigned to PSC.

Table 8

COMPARISON OF VARIOUS YN FACTORS BY TYPE OF UNIT

Factor	TSM	Type of Unit						
		1	2	3	4	5	6	7
Motivation	3.8	3.8	3.9	3.9	4.2	3.7	3.9	3.7
Satisfaction	3.8	3.7	3.9	3.7	4.0	3.8	4.1	3.8
Recognition/ evaluation	3.1	3.0	3.1	2.9	3.3	3.2	3.3	3.1
Leadership/ management	3.8	3.7	3.9	3.8	4.0	3.6	4.2	3.8
Time spent	3.7	3.4	4.2	4.2	3.1	4.0	4.8	3.7
Competence	3.8	3.8	4.0	3.7	3.8	4.0	3.7	3.7
Training	3.0	2.9	3.2	2.5	3.3	2.7	3.2	3.1

TSM = Total Sample Mean   4 = Marine Safety Office (MSO)
1 = District Office   5 = Floating Unit (ship)
2 = Group Office   6 = PSC
3 = Air Station   7 = Other

difference is in the "time spent" factor. This factor is determined from question 23 of the survey (see Appendix A) and involves the respondent's perception of what YN related work is. The PSC Yeomen had a mean score of 4.8 as compared to non-PSC 11th District YN at 2.9 and both 12th and 13th District YN at 3.8. What this seems to indicate is that PSC Yeomen are saying: we spend almost all our time doing YN related work. Non-PSC, 11th District YN are saying: we spend about half our time doing YN work. The 12th and 13th Districts are somewhere in between. This issue will be further discussed in Section C of this chapter.

In the comparison of YN factors by type of unit (Table 8), the Marine Safety Offices (MSO) and the PSC tend to have higher scores than the other types of units. The most variant factor here (again) appears to be time spent. For that factor, District Office and MSO are notably lower than the total sample mean, while Group Office, Air Station, Ship, and PSC are much higher.

Table 9 shows that YN in paygrades E-7, E-8, E-9 tend to have higher scores than YN in E-4 paygrade. Middle grade (E-5, E-6) petty officers are close to the TSM. These results seem to confirm what might be intuitively expected. The E-4's seem to be the least motivated and satisfied of any group identified within the YN sample. Table 10 indicates few notable differences among the factors which could be attributed to: time-in-service or time-at-unit. (Note: time-in-service is similar; but definitely not the same as breakdown by paygrade.)

Table 9

COMPARISON OF VARIOUS YN FACTORS BY PAY GRADE

| | | | Paygrade | | |
Factor	TSM	E-4	E-5	E-6	E-7,8,9
Motivation	3.8	3.3	3.8	3.9	4.4
Satisfaction	3.8	3.5	3.7	3.8	4.2
Recognition/evaluation	3.1	3.0	3.1	2.9	3.4
Leadership/management	3.8	3.5	3.9	3.8	4.1
Time spent	3.7	3.5	4.0	3.7	3.4
Competence	3.8	3.3	3.8	3.9	4.2
Training	3.0	3.1	3.0	2.9	2.9

Table 10

COMPARISON OF VARIOUS YN FACTORS
BY TIME-IN-SERVICE AND TIME-AT-UNIT

| | | Time-in-Service | | | Time-at-Unit | |
Factor	TSM	1	2	3	4	5
Motivation	3.8	3.5	3.8	4.1	3.9	3.8
Satisfaction	3.8	3.7	3.7	4.0	3.8	3.8
Recognition/evaluation	3.1	3.2	3.0	3.1	3.2	3.1
Leadership/management	3.8	3.3	3.7	3.9	3.9	3.8
Time spent	3.7	3.9	3.7	3.6	3.7	3.7
Competence	3.8	3.5	3.9	3.9	3.7	3.8
Training	3.0	3.2	2.7	3.0	2.8	3.0

TSM = Total Sample Mean   3 = More than 8 years
1 = Less than 4 years   4 = Less than 12 months
2 = 4 to 8 years   5 = More than 12 months

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B.   COMPARISON WITH A DIFFERENT COAST GUARD SAMPLE

In looking at the TSM (total sample mean) of the various YN factors, two basic questions puzzled the author. First, why were the scores for recognition/evaluation and training so low compared to the other factors? Secondly, are Coast Guard Yeomen similar or different to any other group of Coast Guard personnel? A decision was made to check out this second question. A comparison sample was available to compare with five (5) of the "YN factors" (see Table 11).

The comparison sample consisted of 57 randomly selected members of an operational Coast Guard unit. As part of an organization development (OD) consulting effort by the author the comparison sample was administered a 66 question survey. Coincidentally, many of the questions on the YN survey were also included in this survey. The comparison sample consisted of E-2's through E-7's, including several of the different specialty ratings (i.e.: Boatswains Mate, Machinery Technician, Quartermaster, Subsistent Specialist, etc.). Admittedly there are problems in considering this to be a reliable (or valid) comparison sample; however, as an indicator it might be better than no comparison at all.

Table 11 shows considerable similarity between the YN sample and comparison sample. Training is not quite as low for the comparison sample which might indicate that training is a bigger problem issue for YN than for other Coast Guardsmen. Not unexpectedly, the evaluation/recognition factor was virtually identical (low) for both groups.

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Table 11

Yv vs Comparison Sample on Various Factors

Factors	YN sample	Comparison sample
1. Motivation		
Question 6	4.1	3.9
Question 7	3.6	3.2
2. Satisfaction		
Question 8	4.1	3.8
Question 9	3.8	3.7
Question 10	3.9	3.7
Question 11	3.5	3.6
3. Evaluation/recognition		
Question 12	3.3	3.0
Question 13	2.9	3.0
4. Leadership/management		
Question 14	3.7	3.4
Question 15	3.7	3.8
Question 16	4.3	4.2
Question 17	3.6	3.0
5. Training		
Question 25	3.0	3.4

Table 12

Yeomen Ranking of Work Task Preference

Work Task	Mode	Mean
Helping Coast Guard people with (pay, leave etc.) problems.	1	2.16
Service Record maintenance.	2	2.82
Preparing PMIS documents.	3	3.22
Typing letters, memos, instructions.	4	3.81
Preparing reports.	5	4.88
Legal duties.	8	5.46
Mail handling & sorting	5	5.54
Taking minutes/notes for a meeting,insp.	6	5.76

C. PERCEPTIONS OF YN WORK

Question 22 was intended to obtain a consensus ranking according to personal preference of the types of work that Yeomen perform. Table 12 shows the resulting ranking with mean and mode scores. (Note: "mode" is the score/ranking most frequently indicated as opposed to the "mean" which is an average.) As previously mentioned there were a few "write in" responses on this question (see Appendix D); but, they were not considered in this ranking. Also for a more detailed breakdown of the responses see Appendix C.

Helping Coast Guard people with (pay, leave, etc.) problems; service record maintenance; and preparing PMIS documents are not only the top items on the YN's task preference list; but, they also happen to be the "core work" to be performed by a PSC. This in turn relates directly to the "time spent" factor discussed earlier. Most Yeomen at District Offices and MSO do not get involved extensively in this type of work. In the 11th District non-PSC YN have the least opportunity of all and subsequently the lowest "time spent" score (2.9).

Many YN (33) expressed personal feelings about the work they did (question 26). Some were concerned about being "out of the field". Other indicated concern about their competence in the ever changing and complex PMIS area. Some typical comments were: ". . .keep YN in their field. . .not taxi drivers. . .more serious duties. . .make (the) job less repetitious. . .a lot of pressure. . ."

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In question 18, 71% of the respondents indicated that they used labor-saving devices such as: word processors and mini-computers. In question 19 only 26% said they used the C-3 Coast Guard computer terminal in the course of their jobs. Of these respondents, 76% indicated positive feelings toward the C-3 ". . .as a tool to aid you in your work. . ." (see question 20).

D.   OPEN-ENDED QUESTION

The most frequently mentioned subject in question 26 was training. The author attributes this partly to the fact that question 25 was about training, which was also the lowest scoring (3.0) YN factor. The remarks stated a desire for more and better quality training. There were some innovative ideas about ways to provide local training for YN as well as just stating a need for more training.

The area mentioned second most frequently was around YN career issues. In this category a desire for more specialty in the raing was mentioned by 21 respondents. Most of these comments were in terms of splitting the rating into two ratings: Personnelman (PN) and Yeomen (YN). Seven (7) respondents indicated a desire for the generalist approach with a more well-rounded career pattern. Several respondents (4) argued for both specialist and generalist simultaneously.

The Personnel Support Center (PSC) concept was specifically mentioned 22 times. Eighteen (18) of the respondents were for the concept and the other four (4) were against it.

Other topics mentioned included: PMIS/JUMPS, Devices/
hardware and a variety of personal feelings, some strong,
but mostly work related.

E. SUMMARY OF FINDINGS

Coast Guard Yeomen are in general highly motivated, very
satisfied in their work, experience good leadership and
management, and feel quite competent about their abilities.
They do not receive anough attention from the Coast Guard
organization in the area of evaluation and recognition.
(This may be true of Coast Guardsmen in general and not
unique to YN.) They also do not perceive themselves to receive
adequate training to perform assigned tasks. Some particular
groups of YN feel they spend significantly less time doing
"actual YN work" and this seems to be directly related to the
perception of "personnel work" being YN work. The time spent
factor does not seem to be correlated to motivation or
satisfaction. A noteworthy exception to this general finding
are the YN in the 11th District not assigned to the PSC.

The Yeomen responding to this survey indicate a strong
preference for the concept of PSC's and specialization within
the rating. They also have many other career issue concerns
and personal feelings about their work.

This chapter has attempted to identify the relevent and
meaningful issues about the people who are Yeomen in the
Coast Guard. These are the key people who will be doing the

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work associated with personnel records (data input) in a
PSC.   In the concluding chapter (which follows) there will be
specific recommendations around the people issues identified
in this section.

VI. CONCLUSIONS AND RECOMMENDATIONS

During the course of this thesis work, the author had the
opportunity (as previously noted) to perform official travel
at government expense on two separate occasions. In the first
case the travel was Coast Guard funded and administered. A
travel claim (i.e.: reimbursement for expenses) was submitted
to the local Coast Guard PMIS reporting unit on 14 February 1983.
Approximately six weeks later (25 March) a check was received
in the mail. Travel to the Seattle area was US Navy funded
and administered. A travel claim was submitted at the Naval
Postgraduate School PSD on 4 April; and the check was in the
author's mailbox on 7 April; just three days later. If speed
in processing travel claims was an important criteria for
the evaluation of PSD's, then one would logically conclude that
the consolidation of personnel support functions has proven
successful for the U.S. Navy.

The 11th District prototype PSC exemplifies (or confirms)
several of the organizational theoretical concepts described
in this paper. First, the change formula (Change = (D x C x P) >
Cost of Change) is verified by the "dissatisfaction with
status quo" (D) variable which was important to that change
effort. It should be noted too that this factor does not
seem to apply in the 13th District, and might explain the
relative slowness in the process of implementing the 2nd
Coast Guard PSC. Second, the prototype PSC is (was) an

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"experimental unit" and subsequently as a change process could be classified as an example of "bottom-up change". The approach in the 13th District seems to more closely fit the "top-down change" category. Third, evidence of resistance to change has been very apparent in both Districts. The US Navy PASS Offices also continue to experience some resistance to the PSC concept even though that system has been operational for 4 years.

Task uncertainty, in my opinion, is a very relevant issue to implementing PSC's in the Coast Guard. The uncertainty is currently quite high for many related, but, different reasons, which are as follows:

1) Changing requirements on the PMIS system due to various management and reporting demands.

2) No real "core expertise" with the PMIS system due to a broad spectrum of YN career patterns.

3) Little agreement among Yeomen about how PMIS/JUMPS should work efficiently. Estimates as to how many service records a YN can handle range from 50 to 250.

4) The transition to office automation through technological advances is redefining the quantity and quality of administrative output.

5) Challenges to the very existence of the organization because of fiscal constraints.

6) Uncertainty of national economic factors which directly impact on personnel retention.

There is uncertainty about work standards, uncertainty about just what a PSC might, can would or should do. Figure 11 is a Strategic Continuum which conceptualizes one way of looking at this whole issue. A mechanistic approach of very carefully specifying exactly how the PSC should look and operate, with procedures and rules to cover every contingency, is not practical or desirable during the implementation stage. A more organic and flexible approach will allow for innovation and discovery of better ways to deliver the desired personnel support service. Shared responsibility for the change through iterative communication, decision-making task forces and through diagnostic and problem-solving task forces results in the best outcomes as shown in Table 1.

A Coast Guard wide implementation of PSC's will have a significant impact on the YN rating. Estimating that approximately 350 YN would be required to staff the Centers, this constitutes about 20% of the existing authorized billets. (This assumes "zero-sum" or no new billets created for the consolidation project.) Considerably fewer YN will be involved (on a daily basis) with personnel work. The implications for career patterns and development, correspondence courses for advancement, training, etc. are not trivial when one takes a longer term perspective on this matter. During the course of his graduate studies, this author did an effectiveness study to evaluate the staffing problem for PSC's. The following three alternatives were evaluated in terms of: an effectiveness standard (see

WHY ——————————→ WHAT ——————————→ HOW

WHY:
1. Our people deserve the best possible support.
2. "Customer Service", one-stop-shopping.
3. Opportunities for better management of: funds and personnel through automated data processing.
4. Reduce PMIS error rate.
5. Improve pay, morale, retention.
6. Comply with government requirements.
ETC.

hopefully clear on these.

(Top management articulates and defines.)

DO THE RIGHT THING

WHAT:
Implement PSC's in the US Coast Guard

(40-50 RU's in a sophisticated electronic data network with the Military Pay Center)

everybody should be clear on this.

and

HOW:
1. Guidelines for the organization and operation of PSC's.
2. Organization Design.
3. Training.
4. Personnel resources.
5. YN career patterns.
6. Recognition/evaluation, control systems, reward systems, etc.
7. Structure, responsibilities, span of control.
ETC.

not top managements job.

(Yeomen, CWO's, LT/LCDR's should be doing this part.)

DO IT (THE JOB) RIGHT

Figure 11

Strategic Continuum

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Figure 12), average YN attrition for the past five years, effectiveness losses due to PSC staff transition, and retaining existing basic YN training facilities at Petaluma, CA.

Alternative (1). PSC represents just another YN billet to be filled from the total pool of YN. (i.e.: All YN have approximately equal opportunity to be assigned to a PSC.) This is essentially a do nothing alternative.

Alternative (2). Create a Personnelman (PN) rating (similar to the US Navy). This amounts to making two ratings out of one, same number of total personnel. Personnelmen would staff PSC's and YN would be primarily administrative.

Alternative (3). Emphasize personnel speciality within the YN rating and through a selection process staff PSC's with best qualified. Only E-5's and E-6's (waivable for E-4's) would be assigned, with mandatory advanced training. Sequential tours of duty at PSC's would be encouraged.

In terms of enhancing the goal attainment of effective PSC's, Alternative No. 1 is least desireable. Alternatives 2 and 3 are similar with various advantages and disadvantages. Alternative 3 is perhaps most compatible with existing Coast Guard personnel policy (i.e., fewer speciality ratings).

Managers and people involved in the implementation of PSC's need to consider the value of recognition and evaluation. Feedback in the form of error reports from Headquarters (or the Military Pay Center) will be valuable to the PSC's staff members. Local incentive and reward systems should also be considered. Feedback from supported units will be important

Figure 12

EFFECTIVENESS STANDARD FOR PSC

Total available time (per staff member)
             52 weeks x 5   =   260 days

    Leave/sick/personal   30 days

    Federal holidays   10   "   40 days

    Visits to units.   20   "

    Preparing special
     reports for units.   20   "

    Training/innovations/
     discretionary.   20   "

    Problem solving/errors..20   "   80 days

             Sub-total   120   "

Time available for document
preparation and service record
maintenance.   140 days

    This effectiveness standard considers a desired goal
of strong interaction with supported units and seeks to be
very conservative in predicting how a staff members time is
spent. The above estimates allow time for creativity and
innovation as well as high interaction with supported units
and their personnel. The degree to which any PSC would
actually meet this standard is highly dependent on supervisory
leadership styles and personal motivation.

    For actual document preparation time, I assume 20 minutes
per document. 20 min/doc = 3 doc/hr x 7 hr/day = 21 doc/day.
This may seem extremely conservative given that use of the C-3
terminal with PMIS software would probably allow the competent
operator to complete a document in a minute or two. However, I
have allowed for such things as: filing documents in the records,
looking up unfamiliar action codes or entry procedures in the
manual, and the likely requirement to call a unit or individual
to clarify information. The conservative number also tends to
compensate for differences in competencies, motivation etc.
among different workers.

in evaluating that crucial link upon which success of the PSC system is highly dependent. Good leadership and management practices focused on the goal of "customer support" will be invaluable. Consideration of traditional items such as proficiency pay and reenlistment bonuses should be considered for personnel specialists; but, not as a primary means of obtaining performance. The reason this is mentioned is because those devices are often perceived as the Coast Guard's method of communicating worth or value to it's members.

Resistance to change (in this project) is evident and present for all the reasons discussed in Chapter 2. However, there is also a general consensus among the Coast Guard people whom I talked to during the course of this study, that the PSC is a very important and desirable step for the organization. The primary issue seems to be around identification of personnel resources to do the job. The following recommendations are offered as a means to facilitate the PSC implementation process.

1) A clear commitment and decision from the Commandant that communicates to the organization that consolidation of the personnel reporting function through implementation of PSC's is desired.

2) Focus by top management on the reasons (why) this is being done rather than how to do it (see Figure 11). Conceptualizing a clear vision of the desired future state and communicating that goal to all levels of the organization is necessary.

3) Allow a great degree of flexibility for individual Districts and PSC's around how they organize, acquire resources and define the work.

4) Have Headquarters, Enlisted Personnel Division, "loosen-up" or remove constraints around the YN rating and billet structure. This would be for a transitional period until PSC implementation is complete. Expect ultimately a reevaluation of all YN billets based on unit missions and requirements. A study group should begin working on this immediately.

5) Press on for rapid implementation of automated pay for a limited Coast Guard sample. Specifically, tie the 11th District PSC to the Pay Center via the C-3 computer terminal to demonstrate an operational example of the "future state".

6) Build a core of PMIS/JUMPS experts and retain them if possible for further assignments in the PSC implementation project.

7) Consider using a "change agent" with appropriate skills in organization development to assist with facilitating the change process. (The 13th District bringing a reserve on board is an example of this.)

There are additionally many other potentially good actions that could be done to facilitate and enhance this process. The reader should recognize, however, that the "transitional state" may seem very turbulent confused, ambiguous, and to some, even chaotic. The key to ultimate success and complete effective organizational change may well depend on the ability

to retain a clear vision of that desired future state (as well as the supporting reasons for being there) and insuring that all actions and decisions are contributing to that end.

We in the Coast Guard have all the necessary ingredients required to implement large scale organization change. We have a strategy, shared values, skills, staff, systems, technology, people and most importantly the will to do an excellent job.

OPINION SURVEY FOR COAST GUARD YEOMEN

Introduction

This questionnaire is part of a study that is being done concerning a Coast Guard project to consolidate the personnel reporting function. The plan envisions 40 to 50 Personnel Support Centers (PSC) instead of 330 PMIS reporting units. If this plan is implemented it will involve the relocation of some Yeoman (YN) billets; but no additional billets will be created.

In this questionnaire you are being asked a series of questions about your work in the Yeoman (YN) rating. Your responses to this survey will be combined with similar information from other YN's in the Coast Guard and used for statistical analysis.

Your participation in this survey is voluntary. You are encouraged to provide complete and honest information, but you are not required to answer any question(s) you consider objectionable.

This survey is anonymous. Please do not write your name on either your questionnaire or the return envelope. All responses will be completely confidential and will in no way be used to evaluate you or any other person.

INSTRUCTIONS FOR COMPLETING THE QUESTIONAIRE

1. If a number of possible answers are given for a question, please circle the number in front of the answer that best fits you or your experiences.

Example : What color is your hair ?

1 Brown
2 Black
3 Blond
4 Red

2. If the question asks you to provide some information, please write it on the line following the question.

Example : How long have you been the Coast Guard ?

6 years 10 months

3. A return envelope is provided with the questionnaire. Upon completion of the survey, simply place the completed questionnaire in the return envelope and put it in the mail.

THANK YOU FOR YOUR HELP

1. What is your rate ?

       3. SNYN   5. YN2   7. YNC   9.   YNCM
       4. YN3   6. YN1   8. YNCS

2. In what geographic area are you located ?

       1. 11th District   3. 13th District
       2. 12th District   4. ____ District

3. To what type of unit are you assigned ?

       1. District Office 4. Marine Safety Office (MSO)
       2. Group Office   5. Floating Unit (ship)
       3. Air Station   6. PSC (Personnel Support Center)
                    7. Other_____

4. How long have you been assigned to this unit ?

       1. Less than 6 months   2. 6 months to 1 year
                3. More than 1 year

5. How long have you been in the Coast Guard ?

       ___years ___months

 *** NOTE: In the following questions, ORGANIZATION refers to the Command or activity to which you are assigned.

6.   To what extent do you feel motivated to contribute your best efforts to the organization's mission and tasks ?

       1. To a very little extent
       2. To a little extent
       3. To some extent
       4. To a great extent
       5. To a very great extent

7. To what extent does this organization have a real interest in the welfare and morale of it's personnel ?

       1. To a very little extent
       2. To a little extent
       3. To some extent
       4. To a great extent
       5. To a very great extent

8. All in all, how satisfied are you with the people in your work group ?

       1. Very dissatisfied
       2. Somewhat dissatisfied
       3. Neither satisfied or dissatisfied
       4. Fairly satisfied
       5. Very satisfied

9. All in all, how satisfied are you with this organization?

       1. Very dissatisfied
       2. Somewhat dissatisfied
       3. Neither satisfied or dissatisfied
       4. Fairly satisfied
       5. Very satisfied

10. All in all, how satisfied do you feel with the progress you have made in the Coast Guard up to now ?

       1. Very dissatisfied
       2. Somewhat dissatisfied
       3. Neither satisfied or dissatisfied
       4. Fairly satisfied
       5. Very satisfied

11. To what extent does your assigned work give you pride and feelings of self worth ?

    1. To a very little extent
    2. To a little extent
    3. To some extent
    4. To a great extent
    5. To a very great extent

12. To what extent do you receive enough information regarding your job performance ?

    1. To a very little extent
    2. To a little extent
    3. To some extent
    4. To a great extent
    5. To a very great extent

13. To what extent are your special achievements or extra efforts recognized by your seniors ?

    1. To a very little extent
    2. To a little extent
    3. To some extent
    4. To a great extent
    5. To a very great extent

14. To What extent do you feel that your time is used productively during the work day ?

    1. To a very little extent
    2. To a little extent
    3. To some extent
    4. To a great extent
    5. To a very great extent

15. To what extent have you been given the authority and responsibility necessary to do your job ?

    1. To a very little extent
    2. To a little extent
    3. To some extent
    4. To a great extent
    5. To a very great extent

16. To what extent do you understand the responsibilities of your job?

    1. To a very little extent
    2. To a little extent
    3. To some extent
    4. To a great extent
    5. To a very great extent

17. To what extent are problems in this organization confronted and solved rather than ignored ?

    1. To a very little extent
    2. To a little extent
    3. To some extent
    4. To a great extent
    5. To a very great extent

18. Do you use labor saving devices such as : word-processors, minicomputers etc., in the course of your job ?

    1. yes   2. no

19. Do you use the C-3 Coast Guard computer terminal in the course of your job ? (If "no" skip to question #22)

    1. yes   2. no

20. To what extent do you use the C-3 Coast Guard computer terminal ?

    1. To prepare PMIS documents only
    2. To prepare correspondance using the word processor
    3. To create other files and reports
    4. Combinations of items 1,2,3 above
    5. Other _____

21. How do you feel about the C-3 Coast Guard computer as a tool to aid you in your work ?

    1. Very negative   4. Somewhat positive
    2. Somewhat negative   5. Very positive
              3. Neutral

22. Prioritize the following Yeoman (YN) types of work based on your personal preference of what you like to do (1 is best, 2 is second best etc)

    __ Mail handling and sorting
    __ Taking minutes/notes for a meeting/inspection etc.
    __ Preparing PMIS documents
    __ Service record maintenance
    __ Preparing reports
    __ Helping Coast Guard people with (pay, leave etc) problems
    __ legal duties (court recorder)
    __ Typing letters, memos, instructions etc.
    __ _____
    __ _____
    __ _____

23. How much of your on the job time is spent performing what you consider Yeoman (YN) related tasks ?

    1. None / very little   3. 50% - 75%   5. Over 95%
    2. Less than 50%   4. 75% - 95%

24. To what extent do you feel competent working in all areas of the Yeoman (YN) rating ?

    1. To a very little extent
    2. To a little extent
    3. To some extent
    4. To a great extent
    5. To a very great extent

25. To what extent is the Coast Guard adequately training you to perform your assigned tasks ?

    1. To a very little extent
    2. To a little extent
    3. To some extent
    4. To a great extent
    5. To a very great extent

26. What are your recommedations for improving the Yeoman (YN) rating to help meet your personal career needs and benefit the Coast Guard ?

    _____

    _____

    _____

    _____

    _____

    _____

    _____

    _____

APPENDIX B

COMMENTS TAKEN FROM LETTERS AND MEMOS
BY 13TH DISTRICT STAFF ELEMENTS AND
SEATTLE AREA UNIT COMMANDERS

I appreciate the opportunity to comment on this important project.

...difficult to determine the adequacy of staffing...not clear what work will be taken from the units...

Concerning the staffing plan...appears to be a great disparity between (among) various units affected...I understand that no new billets can be established and that we all have to contribute but there appears now to be an imbalance.

...strongly object to the CWO(PERS) billet being moved...

...personally appreciate the opportunity to play a part in its implementation...have long felt that the Regional Center as proposed was the best answer.

...give you the benefit of concerns...regarding the physical location of the Regional Center...two-thirds, perhaps more, of the people and the records...general purpose of support Center Seattle...to provide a wide range of material and support services...this new function appears to fall within that definition.

...we have a tremendous stake in it's success...I recommend you not establish the RPSC Seattle in the Federal Building, but that you establish it at the Support Center, either as an independent unit or as part of my command.

...I am concerned that the needs of (my command)...are not being understood.

...number of special factors which will combine to seriously cripple... if the YNC and YN3 are moved with the service records...with the transfer of two Yeomen (including a vital trained watchstander)...will suffer burdens that far exceed the benefits and may have its ability to be opertionally responsive seriously impaired.

I support the concept...urge that the Regional Center be located at Support Center Seattle.

The proposed redistribution of YN billets does not leave me with sufficient resources to perform...Direct workload comparison with other units... cannot be done at this level.

...RPSC are the thing of the future and that they will probably be adopted Coast Guard wide...

...I do not forsee any significant decrease in workload for the ships office...I perceive us having to do the same amount of paperwork, except for separations, relads and reenlistments, which we are presently doing with one less body...

...the paperwork management workload imposed on all Coast Guard activities has increased tremendously. The existing allowance of Yeomen is barely sufficient to keep up.

...I can visualize no appreciable reduction in unit paperwork management responsibilities ensuing from the creation of the RPSC.

...raiding the units stensibly to benefit from the new organization seems to me counterproductive.

...requested that word processing equipment be provided as a means of enhancing to the maximum the productivity of remaining clerical personnel...colocation of the RPSC with Support Center Seattle to be of particular merit.

...I totally agree with the concept of the RPSC...have some concerns with your plan and the method of implementation.

...the method used to select the YN billets has me somewhat confused. I fail to see that the billets were selected in an equitable manner... no one has contacted me or my staff concerning YN utilization or workload upon "who has what and how much can we take"...cannot accept reduction of billets based only on the needs of RPSC...unless this study reveals an excess of YN's...unwilling to give up more than one YN for the RPSC.

I do support the basic objectives of this plan.

The removal of these two billets will impact the missions they serve. It is these missions which should be considered and accomodated when considering their deletion.

Unit office staff should not be reduced prior to the RPSC assuming maintenance of the service records.

RPSC personnel should visit their units two to four times per year to allow for review of records by unit members and for building confidence in the new system.

The concept of consolidating personnel records as is already done with the pay records may well bring us closer and faster to the implementation of JUMPS. To this end, the RPSC is well worth evaluating.

APPENDIX C

RESPONSES TO QUESTIONS ON

OPINION SURVEY FOR COAST GUARD YEOMAN (YN)

1. What is your rate?

Answer	Frequency	%
1. SNYN	1	0.5
2. YN3	36	19.4
3. YN2	66	35.5
4. YN1	53	28.5
5. YNC	20	10.8
6. YNCS	5	2.7
7. YNCM	5	2.7

2. In what geographic area are you located?

Answer		
1. 11th District	39	21.0
2. 12th District	77	41.4
3. 13th District	70	37.6

3. To what type of unit are you assigned?

Answer		
1. District Office	62	33.5
2. Group Office	21	11.4
3. Air Station	18	9.7
4. Marine Safety Office (MSO)	20	10.8
5. Floating Unit (ship)	23	12.4
6. PSC (Personnel Support Center)	9	4.8
7. Other	32	17.3

4. How long have you been assigned to this unit?

Answer		
1. Less than 6 months	20	10.8
2. 6 to 12 months	31	16.7
3. More than 12 months	135	72.6

5. How long have you been in the Coast Guard?

    Answer (composites of actual answers)

1. Less than 4 years	53	28.5
2. 4 to 8 years	64	34.4
3. Over 8 years	69	37.1

6. To what extent do you feel motivated to
contribute your best to the organization's
missions and tasks?

Answer	Frequency	%
1. To a very little extent	2	1.1
2. To a little extent	5	2.7
3. To some extent	32	17.3
4. To a great extent	78	42.2
5. To a very great extent	68	36.8

mean = 4.11   standard deviation = 0.86

7. To what extent does this organization
have a real interest in the welfare and
morale of it's personnel?

Answer		
1. To a very little extent	9	4.8
2. To a little extent	16	8.6
3. To some extent	56	30.3
4. To a great extent	67	36.2
5. To a very great extent	37	20.0

mean = 3.58   standard deviation = 1.01

8. All in all, how satisfied are you with
the people in your work group?

Answer		
1. Very dissatisfied	5	2.7
2. Somewhat dissatisfied	16	8.6
3. Neither satisfied or dissatisfied	17	9.1
4. Fairly satisfied	71	38.2
5. Very satisfied	77	41.4

mean = 4.07   standard deviation = 1.05

9. All in all, how satisfied are you with this
organization.

Answer		
1. Very dissatisfied	10	5.4
2. Somewhat dissatisfied	19	10.3
3. Neither satisfied or dissatisfied	21	11.4
4. Fairly satisfied	80	43.2
5. Very satisfied	55	29.7

mean = 3.82   standard deviation = 1.13

10. All in all, how satisfied do you feel
with the progress you have made in the Coast
Guard up to now?

Answer	Frequency	%
1. Very dissatisfied	7	3.8
2. Somewhat dissatisfied	28	15.1
3. Neither satisfied or dissatisfied	12	6.5
4. Fairly satisfied	74	39.8
5. Very satisfied	65	34.9

    mean = 3.87   standard deviation = 1.16

11. To what extent does your assigned work
give you feelings of pride and self worth?

Answer

1. To a very little extent	17	9.2
2. To a little extent	10	5.4
3. To some extent	63	34.1
4. To a great extent	56	30.3
5. To a very great extent	39	21.1

    mean = 3.49   standard deviation = 1.16

12. To what extent do you receive enough
information regarding your job performance?

Answer

1. To a very little extent	7	3.8
2. To a little extent	26	14.1
3. To some extent	80	43.2
4. To a great extent	56	30.3
5. To a very great extent	16	8.6

    mean = 3.26   standard deviation = 0.94

13. To what extent are your special achievements
or extra efforts recognized by your seniors?

Answer

1. To a very little extent	28	15.3
2. To a little extent	26	14.2
3. To some extent	73	39.9
4. To a great extent	42	23.0
5. To a very great extent	14	7.7

    mean = 2.93   standard deviation = 1.14

14. To what extent do you feel that your
time is used productively during the work day?

Answer	Frequency	%
1. To a very little extent	5	2.7
2. To a little extent	9	4.9
3. To some extent	48	26.4
4. To a great extent	89	48.9
5. To a very great extent	31	17.0

mean = 3.73   standard deviation = 0.90

15. To what extent have you been given the
authority and responsibility necessary to do
your job?

Answer

1. To a very little extent	13	7.1
2. To a little extent	15	8.2
3. To some extent	38	20.7
4. To a great extent	66	35.9
5. To a very great extent	52	28.3

mean = 3.70   standard deviation = 1.17

16. To what extent do you understand the
responsibilities of your job?

Answer

1. To a very little extent	1	0.5
2. To a little extent	1	0.5
3. To some extent	18	9.8
4. To a great extent	78	42.4
5. To a very great extent	86	46.7

mean = 4.34   standard deviation = 0.72

17. To what extent are problems in this organization
confronted and solved rather than ignored?

Answer

1. To a very little extent	12	6.5
2. To a little extent	17	9.2
3. To some extent	51	27.7
4. To a great extent	63	34.2
5. To a very great extent	41	22.3

mean = 3.57   standard deviation = 1.13

18. Do you use labor saving devices such as:
word processors, mini-computers etc., in the
course of your job?

Answer

1. Yes	131	70.8
2. No	54	29.2

19. Do you use the C-3 Coast Guard computer terminal
in the course of your job?

Answer	Frequency	%
1. Yes	48	25.9
2. No	137	74.1

20. To what extent do you use the C-3 Coast
Guard computer terminal?

Answer

1. To prepare PMIS documents only	1	2.0
2. To prepare correspondance only	15	30.0
3. To create other files and reports	9	18.0
4. Combinations of items 1,2,3 above	19	38.0
5. Other	6	12.0

21. How do you feel about the C-3 Coast Guard
computer as a tool to aid you in your work?

Answer

1. Very negative	2	3.6
2. Somewhat negative	7	12.7
3. Neutral	4	7.3
4. Somewhat positive	19	34.5
5. Very positive	23	41.8

22. Prioritize the following Yeoman (YN) types of
work based on your personal preference of what you
like to do (1 is best, 2 is 2nd best etc.).

Answer

1. Mail handling and sorting

A. Best	5	3.0
B. 2nd best	9	5.5
C. 3rd best	12	7.3
D. 4th best	15	9.1
E. 5th best	39	23.8
F. 6th best	28	17.1
G. 7th best	22	13.4
H. 8th best	34	20.7

mean = 5.54 standard deviation = 1.92

2. Taking minutes/notes for a meeting/
inspection etc.
    A. Best   5   3.2
    B. 2nd best   12   7.7
    C. 3rd best   5   3.3
    D. 4th best   9   5.8
    E. 5th best   21   13.5
    F. 6th best   41   26.3
    G. 7th best   37   23.7
    H. 8th best   26   16.7

    mean = 5.76   standard deviation = 1.89

3. Preparing PMIS documents
    A. Best   24   14.7
    B. 2nd best   35   21.5
    C. 3rd best   53   32.5
    D. 4th best   24   14.7
    E. 5th best   6   3.7
    F. 6th best   5   2.7
    G. 7th best   .   12   7.4
    H. 8th best   4   2.5

    mean = 3.22   standard deviation = 1.77

4. Service record maintainance
    A. Best   38   23.3
    B. 2nd best   56   34.4
    C. 3rd best   28   17.2
    D. 4th best   16   9.8
    E. 5th best   7   4.3
    F. 6th best   5   3.1
    G. 7th best   7   4.3
    H. 8th best   6   3.7

    mean = 2.82   standard deviation = 1.85

5. Preparing reports
    A. Best   8   5.0
    B. 2nd best   19   11.8
    C. 3rd best   12   7.5
    D. 4th best   23   14.3
    E. 5th best   32   19.9
    F. 6th best   28   17.4
    G. 7th best   29   18.0
    H. 8th best   10   6.2

    mean = 4.88   standard deviation = 1.94

6. Helping Coast Guard people with
(pay, leave etc.) problems
    A. Best   84   50.0
    B. 2nd best   30   17.9
    C. 3rd best   25   14.9
    D. 4th best   13   7.7

6. Helping Coast Guard people (continued)

		Frequency	%
E.	5th best	9	5.4
F.	6th best	4	2.4
G.	7th best	2	1.2
H.	8th best	1	0.6

mean = 2.16   standard deviation = 1.52

7. Legal duties (court recorder)

		Frequency	%
A.	Best	12	8.3
B.	2nd best	16	11.0
C.	3rd best	11	7.6
D.	4th best	6	4.1
E.	5th best	15	10.3
F.	6th best	21	14.5
G.	7th best	22	15.2
H.	8th best	42	29.0

mean = 5.46   standard deviation = 2.42

8. Typing letters, memos, instructions etc.

		Frequency	%
A.	Best	25	15.2
B.	2nd best	22	13.4
C.	3rd best	14	8.5
D.	4th best	49	26.9
E.	5th best	27	16.5
F.	6th best	14	8.5
G.	7th best	5	3.0
H.	8th best	8	4.9

mean = 3.81   standard deviation = 1.88

23.   How much of your on the job time is spent
performing what you consider Yeoman (YN)
related tasks?

Answer

		Frequency	%
1.	None/very little	16	8.6
2.	Less than 50%	19	10.3
3.	50 to 75%	30	16.2
4.	75 to 95%	58	31.4
5.	Over 95%	62	33.5

mean = 3.71   standard deviation = 1.27

24.   To what extent do you feel competent
working in all areas of the YN rating?

Answer   Frequency   %

1. To a very little extent   4   2.2
2. To a little extent   11   5.9
3. To some extent   45   24.2
4. To a great extent   86   46.2
5. To a very great extent   40   21.5

     mean = 3.79   standard deviation = 0.92

25.   To what extent is the Coast Guard adequately
training you to perform your assigned tasks?

Answer

1. To a very little extent   23   12.4
2. To a little extent   27   14.6
3. To some extent   79   42.7
4. To a great extent   47   25.4
5. To a very great extent   9   4.9

     mean = 2.96   standard deviation = 1.05

APPENDIX D

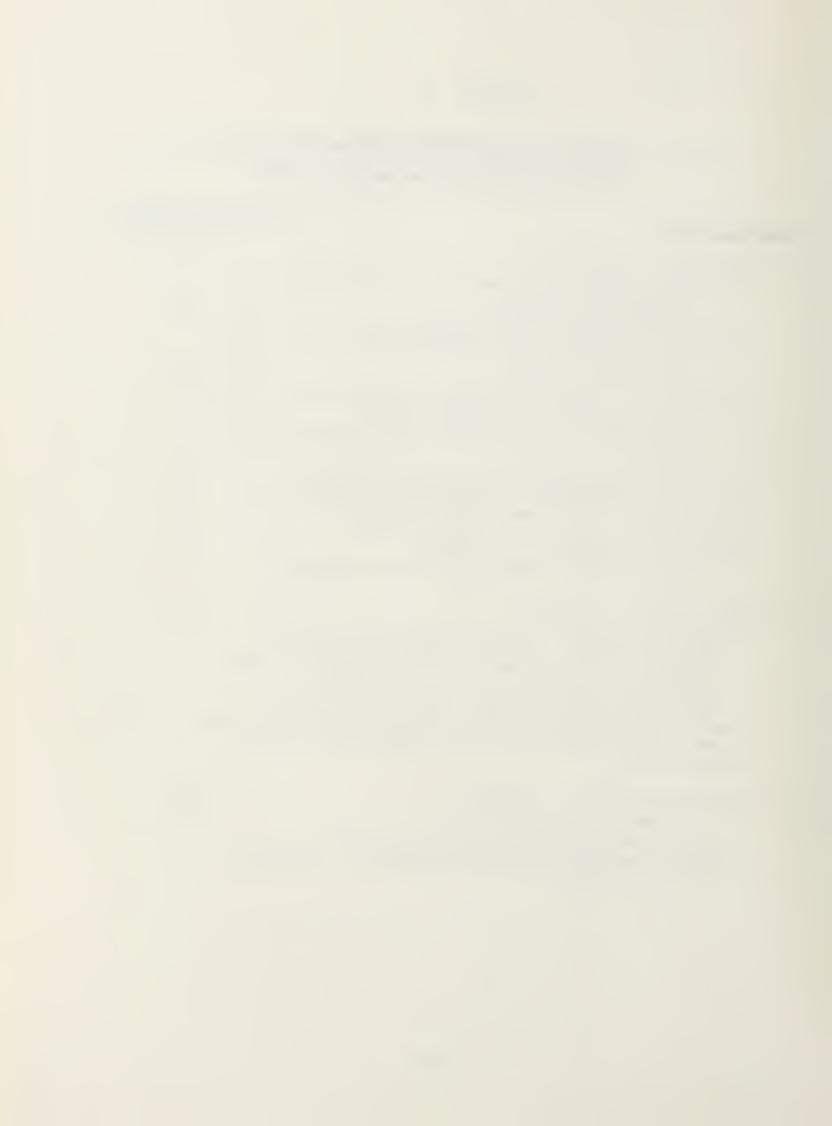SUMMARY OF DUTIES ADDED TO THE BASIC LIST IN QUESTION 22,
COAST GUARD YN OPINION SURVEY

Duty	Number of times mentioned
Counseling	4
Office management/ supervision	3
Procurement, OPTAR, financial management	3
Writing, preparing and drafting correspondence	2
Filing	2
Training	2
Public relations	2
Clean-ups	2
Research for a project or report	1
Correcting pubs and instructions	1
Maintaining unit library	1
I.D. cards	1
Drills	1
Seperations	1

SUMMARY OF COMMENTS FROM QUESTION 26,

COAST GUARD YEOMAN OPINION SURVEY

Subject area	Number of times mentioned
1. Training (total)	70
More training (non-specific) or general management, misc.	19
C-3 and/or computer training.	18
Various comments about deficiencies of existing schools.	7
More "C" schools available.	7
Mandatory attendance at PMIS school as a prerequisite for JUMPS work.	5
Pipeline training, training for independent duty.	4
District administrative training teams.	3
In-house training at each office (unit).	3
Opportunity to attend JUMPS school.	2
Refresher course every two years.	1
Enlarge the training centers.	1
Provide all YN's PMIS and legal training.	1
2. PMIS/JUMPS (total)	12

"PMIS should be number 1 priority... fully
implement JUMPS...reduce forms...too many
changes...PMIS system is never going to work
...ask any enlisted person at HQ PMIS...
combine PMIS and PERSMAN into one volume...
more timely information...JUMPS system will be
great improvement when the computers are in
full use..."

3. Devices/hardware (total)	13
Criticism of the C-3	3

"...standardization of the equipment...
greater need for office automation...better
word processors..."

4. Personnel Support Center (PSC)   (total)   22
   Pro (for the concept)   19
   Con (against the concept)   4
   "...the need is being met here at PSC. YN
   and SK are in one room...I am independent,
   yet help is available in an informal
   atmosphere...Create PSC's in all Districts
   and then receive feedback from the others...
   should be located with District(p)...I hope
   I am selected to go with the records when
   they move...seperation from the people you
   are taking care of...need for consolidation..."

5. YN career issues   (total)   59
   Promotion "...speed up...advancement system
   is at a dead end...be more select...a joke..." 8
   Assignment "...keep people in the jobs they
   are good at...trained people where they can
   use it (training)..."   6
   Update servicewide exams   4
   "...weed out incompetents and poor attitude
   personnel..."   4
   Performance evaluation-system needs improvement 4
   SRB "...for qualified personnel..."   3
   More meaningful levels of responsibility.   2
   Specialist :   21
       "...develop a Personnelman (PN) rating...
   split the rating...those that work personnel
   and those that work admin...breakdown by
   speciality: Legal, Personnel, MSO, Boating
   etc...establish computer trained designation...
   data processing rating..."
   Generalist :   7
       "...the more well-rounded and diverse...
   the better...A YN is looked upon as a counselor
   and a little bit of everything...rotate YN's
   to jobs they don't have qual codes for so
   they can become more familiar with the rate..."
   Both specialist and generalist :   4
       These comments advocated both positions
   simultaneously.

6. Variety of personal feelings (some strong,
   mostly work related).   33
   "...I am satisfied with the rating as is..."   2
   Treatise on leadership and management.
   "...keep YNs in their field...not taxi drivers
   ...pay more respect to petty officers...more
   support...more serious duties...make job less
   repititious...a lot of pressure..."

APPENDIX F

REPRESENTATIVE YEOMEN COMMENTS IN RESPONSE TO
QUESTION 26 OF THE YN OPINION SURVEY

YNCM

Provide all YN's PMIS training and legal training to complete the "well rounded" education necessary for todays Yeoman. If not possible, then split the rate, as the Navy has done into two separate fields; YN and PN. Todays CG YN's are expected to know too much. Changes are coming too fast. A "well rounded" YN is hard to find and even harder to keep. Most get "burned out" trying to keep up with the system.

YN1

If the possibility of establishing Personnel Support Centers actually exists, I would be all in favor of the concept. Having worked in the Eleventh District PSC for 2 1/2 years, I feel the concept has proven to be the best method of reducing the confusion and delay created by the existence of several different systems.

In addition, I feel the best way of ensuring the success of these Personnel Support Centers would be to divide the Yeoman rating into the Personnelman (PN) rating and Yeoman (YN) rating, with the Legalman speciality being a subgroup of the Yeoman rating. This system would insure that only JUMPS and PMIS qualified personnel are sent to the PSC's. This would insure that the quality of work being generated by the PSC's is of the best possible caliber. One of the biggest complaints voiced by members of the Eleventh District PSC was the fact that several of the YN sent to replace outgoing personnel were not JP qualified. This means you have a YN you must train from scratch since he has had little or no exposure to PMIS and JUMPS.

Also, I feel very strongly that since the Yeoman rating can, at times, become very routine and day-to-day, it would be advisable to institute a system of rotating a Yeoman to non-Yeoman billet for every third tour of duty. This would insure that , upon his return to the mainstream of the Yeoman rating, a Yeoman would have a different outlook on his rating and the Coast Guard in general.

YN1

Provide adequate training to do the job well. This includes C-3 (no training so far) and unusual aspects to a specific job; (ie this job is mostly SK work).

Find some way of speeding up promotion in the senior rates. Morale is bad because of this one.

From a practical standpoint the Personnel Support Centers function very effectively. However, if Yeoman are not trained in service record maintenance and PMIS functions, they will not be able to adequately compete in servicewide competition.

I personally feel that I cannot ever expect to stretch my mind in my work - not only the job I have now but any job as a Yeoman. I, therefore, must continually have outside interests or I feel I will stagnate.

YN2

I feel the rate is going in the right direction with the move of MILPAYCEN to Topeka, Ks. and getting it out of the rat race in D.C. Overall, I think the rate is handled pretty well, but always room for improvement. One gripe is that we are still sending "A" school graduates to independent duty. I feel this takes away all motivation a member might have coming out of school, because the member will worry himself into troubles.

YN1

The YN rating bears little relationship to my goals. For this reason, and others, I will be leaving the service in 162 days. With respect to the CG, I am, quite frankly, unconcerned. This idea may sparkle on paper but when put into practice the idea will be changed and rechanged until it doesn't work. At that point the CG will be satisfied.

YN2

Since the Yeoman rating is mostly "paperwork" - (service records & misc. etc) why not consolidate? Get those YN's off the ships. We don't belong out there. Why are we kidding ourselves? Our business is saving lives by supporting Coast Guardsmen, so let's zero in on our speciality.

YNC

I would like to see an end to "useless paperwork". Whoever designed the PMIS system violated the first rule of the data processing field and computerization. I have been in long enough to compare the old system with the new one,

and the old one ran more efficiently and with less problems being generated to our personnel. (ie pay). Would someone answer me this one question, Why do we put all this useless, never to be used again information into a system? The enlistment contract (3301 and the active duty initial information form 4916, ...) why two forms with the same basic information? Why have a 3301C, I could have designed a form that would do away with this! Why two page 12's? A form could be designed to perform both input functions. I have close to 10 years in computers, both operations and programming, and and have written two programs still being used by CG boating safety while I was a Reserve on Special Active Duty. They were up and running in 3 months. Let's jump into the computer age...why didn't we look...before we leaped?

The mistake rate in the PMIS system is unfathomable to me. Now with that many errors being generated it CANNOT be the people, it's the system. I have never seen such a poor system analyst job done in my life. All the training you devise to try to drum this poorly designed system into a young YN's head won't do a bit of good, because sooner or later the Coast Guard will have to either design a better system, more flexible, easier input capability or just continue to put out change after change to the PMIS joke. (That was more than one question!)
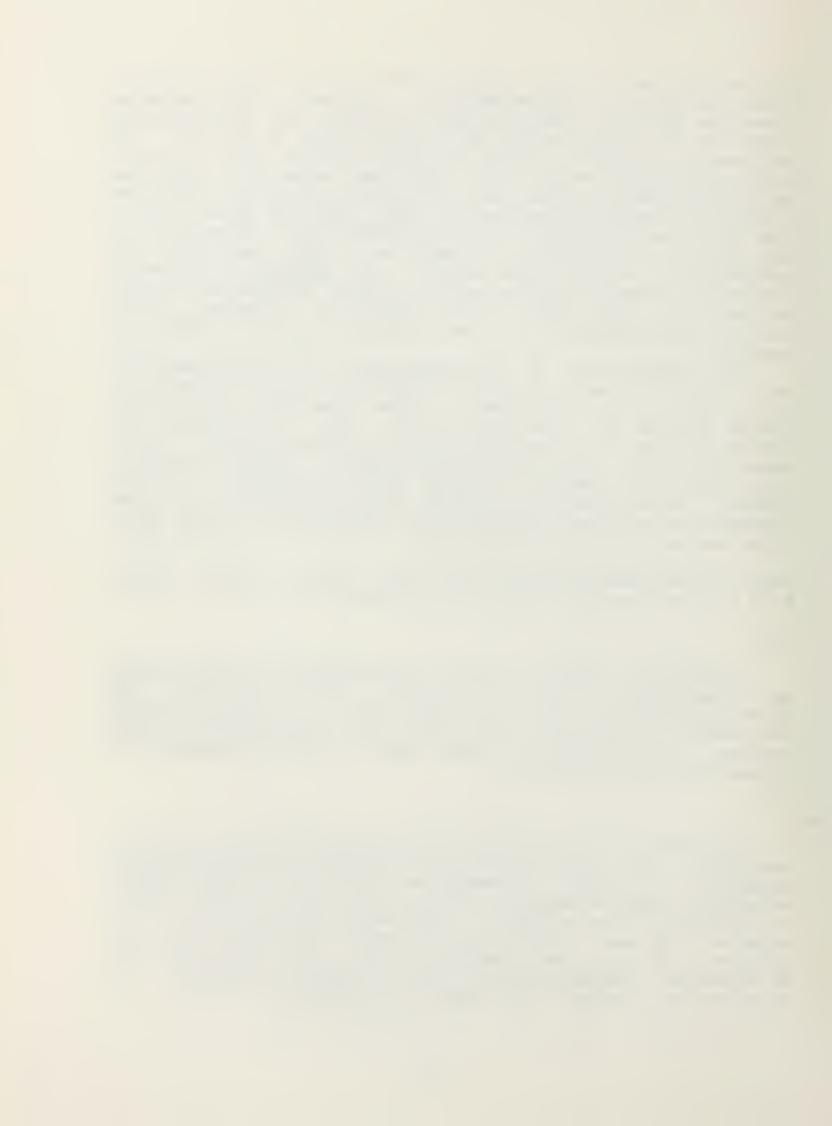
NOTE: (Additional comments about this persons current duties as a career counselor are not included.)

YN3

I think that service record maintenance and PMIS should be streamlined as much as possible and I think that the Coast Guard should begin to take steps to seriously reduce the amount of paperwork involved with maintaining service records. I feel that a great deal of that paperwork is unnecessary and wasteful.

YN1

I've been in 12 years and am just now being assigned to sea duty. This will be my first assignment handling service records. A program is needed to give a YN a more rounded experience base by assigning them to a greater number number of different kinds of duty. I feel very comfortable with all aspects of being a Yeoman except PMIS. My next assignment will be a 378 as a YNC. Needless to say, the assignment will be somewhat frightening for me, at least initially. My fault to some extent, but training is needed.

YN3

When I completed YN class A school I was assigned to District(dpl). Since that time I have done no PMIS except leave papers. I have done no personnel related work. I have filed directives and typed on a word processor. I am not re-enlisting and would be in bad shape if I did, and was assigned to a unit where I was the only YN. There is no incentive for me to re-enlist.

YNC

If the PSC is for the YN future, I would strongly look at possibly creating a YN and PN rating. YN for the clerical duties and PN for the service record maintenance at the PSC's. We also need to establish an officer record in gear with the enlisted service record. This would certainly establish a consistency in maintenance of records. We do not need two different records.

YN1

PERSUPCENs are a start in the right direction, however,candidates should be volunteer. I consider personnel work repetitive, almost ho-hum. Take me out of admin and I'd be bored to tears. I'd like to see two rates - Personnel and Administrative.
I've had some exposure to C-3 and feel I would rather have gone to school taught by CG instructors, than to have a non Coast Guard type come to the work site. If C-3 is to be standard, then let's do it...but do it right.

YNC

Establish the Personnel Support Centers. Man them with an Officer-in-charge and Executive Petty Officer (YNs). This will provide some job satisfaction and something to strive for other than the typical YN duties without any hope for escape. Place the PSC in an area where the YN's will be free to do their job. (ie: no duty driver, duty petty officer etc.) Moreover, by placing the YNs in an area away from the operational CG we will provide the time and privacy necessary to complete the work we are asking them to do and I am confident that we will reduce the error rate significantly. (interruptions cause mistakes)
My last unit was located on a Naval Air Station where the Navy was operating a PSC which had an Officer-in-Charge, Executive Petty Officer, eight PNs and three SKs. Their system seemed to work fine. Their error rate was almost non-existant and they handled 2500 active duty and reserve personnel records with no real problem. They however were

independent from the operational Navy. Therefore were not concerned with the normal military duty, etc which seems to consume YN work time. They also only had personnel who work with PMIS assigned (ie PNs,SKs) this allowed them to exchange ideas and solve problems much easier. The Office-in-Charge was not concerned with the political game normally associated with the Officer Corps, Therefore, his concern was getting the job done.

YN1

A Personnel Support Center would be a great benefit to the Coast Guard. It would centrally locate experience and knowledge creating better efficiency, reduced error, and increased productivity. The center should not be located at an existing command due to Commands conflict and influence over the center. It should be run by a YNC, YNCS or YNCM who has been located at a PMIS reporting unit so as to keep experience in the PMIS system.

YN1

A regional Personnel Support Center would be counter productive toward a YN's goal in assisting people. Records would not be available to COs in remote areas and YNs would not be knowledgeable of personnel since they would not come in contact with the people as individuals. Rather than accept the 11th District method, those who are checking into the RPSC should ask the outlying units their opinions. I think with a study in this direction, it will be found that units away from the District area are dissatisfied with the RPSC for the reasons listed.
My job as a YN is to be people oriented. If there does develop A RPSC, I will be paperwork oriented and not know if specific problems may exist. Very much like the District pay office, the individuals don't get specific information from them. Being locally situated, a YN can talk to a person one-on-one and gain insight into personal problems that can be handled through a personnel office.

YN3

I suggest that YNs be given stations or jobs with a supervisor before they are allowed to perform at independent duty - such as my job on a Bouytender. I now have a handle on the job - but when I arrived I was totally lost. I would have appreciated some training with a supervisor before assuming the duties of an independent YN - as a YN3. My previous duty was (p-hail) and I had nothing whatsoever to do with personnel or PMIS (s/r).

YNC

I believe more training should be done to educate CG Yeoman on new policies and systems. It seems unfair to "brief" YNs and expect them to know how to run a system that has been implemented without being tried and proven.

YN2

Split the rate into the JUMPS/PMIS YN and your basic YN who does correspondence & all but PMIS service record material. Implement JUMPS fully. Give more training with computers.
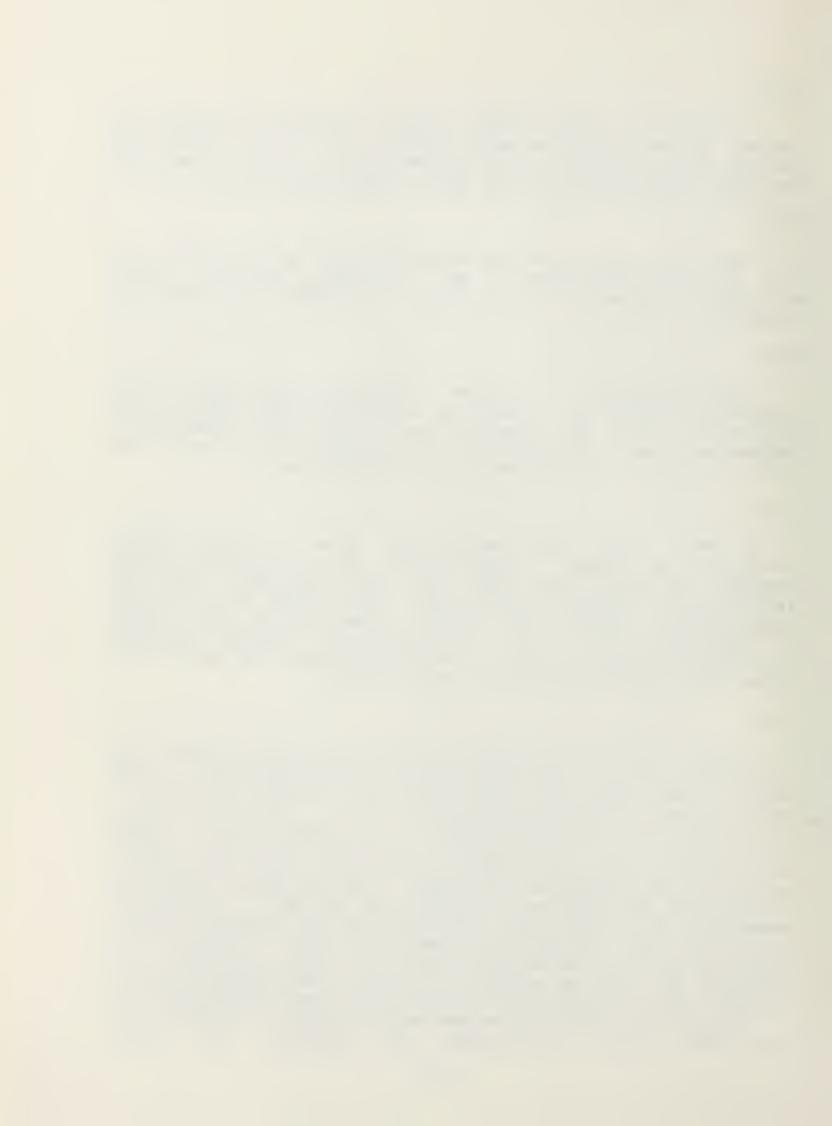
YN1

Professionalize the rate. Computer training. Time management training. Create a District level seminar for senior YNs within the District area, having the objective of improving admin efficiency by discussing better and more effective methods of transmitting information.

YN1

I feel that there should be more C type schools available to Yeomen. There should be a para-legal type program available rather than just court recorder. The more well rounded, diverse a yeoman is, the better it is for the Coast Guard. People, I've noticed, seem to look upon Yeomen as counselors and a bit of everything (people includes Command). In some units Yeomen specialize too much in a given area (service records, typing etc.)

YN1

I feel that the CG needs to split the Yeoman rating into two separate rates, such as Yeoman and Personnelman. I have seen too many times over and over where a yeoman has spent 3 or 4 years out of the personnel field, and when he gets transferred to independent duty or to a small station where he is one of 2 or 3 YN assigned. When this happens, the YN is completely lost for months until he can get re-acquainted with all the aspects of personnel such as JUMPS and PMIS. This is not so bad when a Yeoman who has only been in the personnel field goes into another field. But when you have a Yeoman who has not worked in personnel for a long time and put him into a situation where the PMIS documents he prepares are going to affect the pay of the personnel who's records he maintains, you are creating a very bad situation.
This kind of situation was not supposed to happen once the JUMPS school in Petaluma got started. The Yeoman
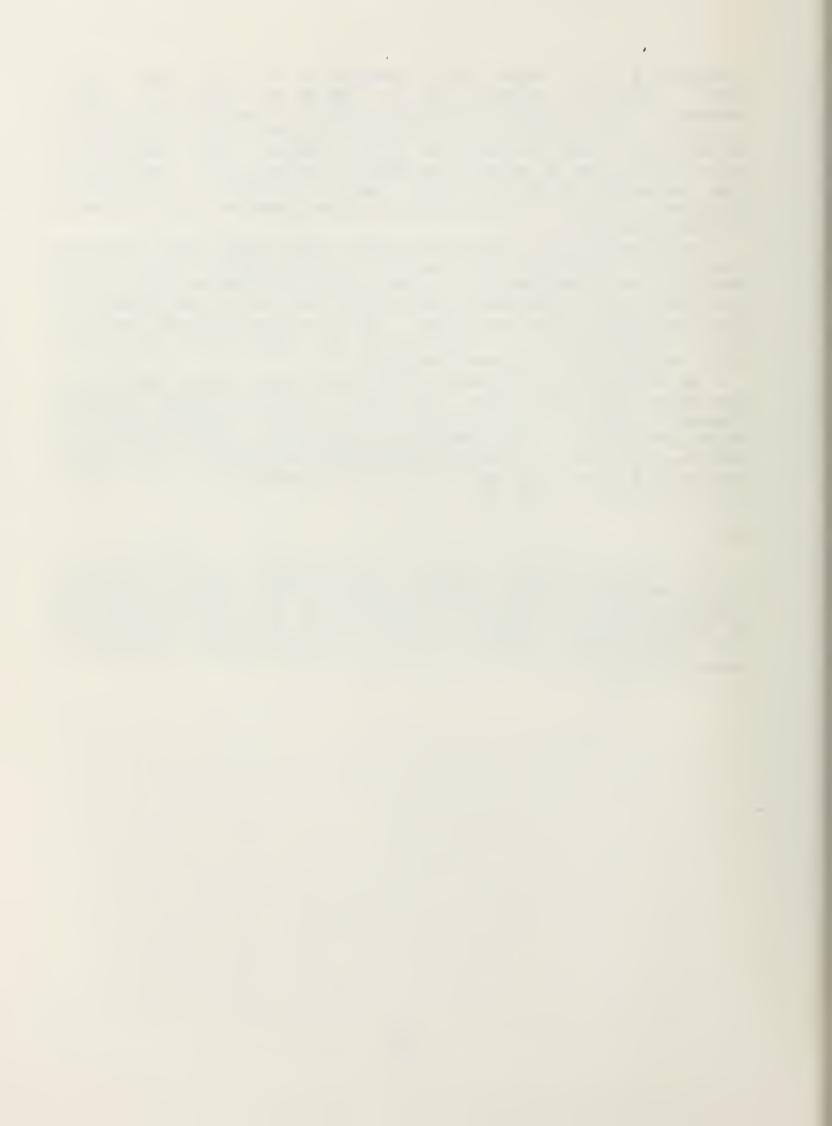
completing this course were assigned a JP qual code. This means they are supposed to be ables to work with PMIS. However, I do not feel that by going to a school you become instantly qualified to work PMIS To become really proficient in PMIS you need to work in it for years. The reason is, that it changes so much so rapidly, that if you are out of the personnel field for any length of time, everything changes and pretty soon nothing is the same as when you were working with it.

By creating two different rates you would have one rate that works strictly with personnel and another rate that would be concerned with all the other aspects of the Yeoman rate such as, administration,legal and all other jobs that are not related to personnel. By personnel I mean service record maintainance, preparation of PMIS forms and other jobs relating to personnel support.

By splitting the Yeoman rate you would have people in the jobs that they want to be in. I have talked to many Yeoman who have been deathly afraid to be transferred to a personnel office, because they have never worked personnel before. This way you would have people who want to be clerk/ typist and those who want to work in personnel in the rates that they want to be in.
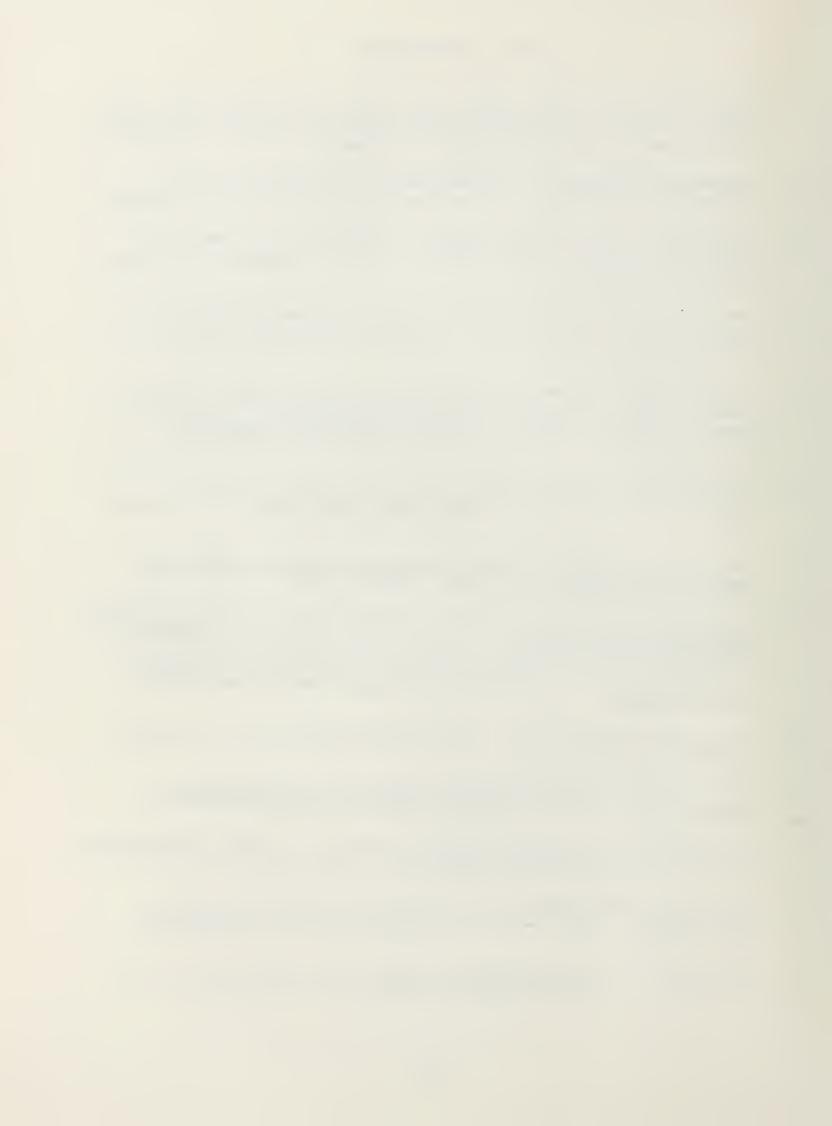
YN3

I would very much like to see the Coast Guard develop a rating similar to the Navy's Personnelman (PN) with the implementation of the PMIS/JUMPS system and the further use of C-3 computers. I feel it would be to the best interest of the Coast Guard and the YN to be specialized as just a personnel YN.

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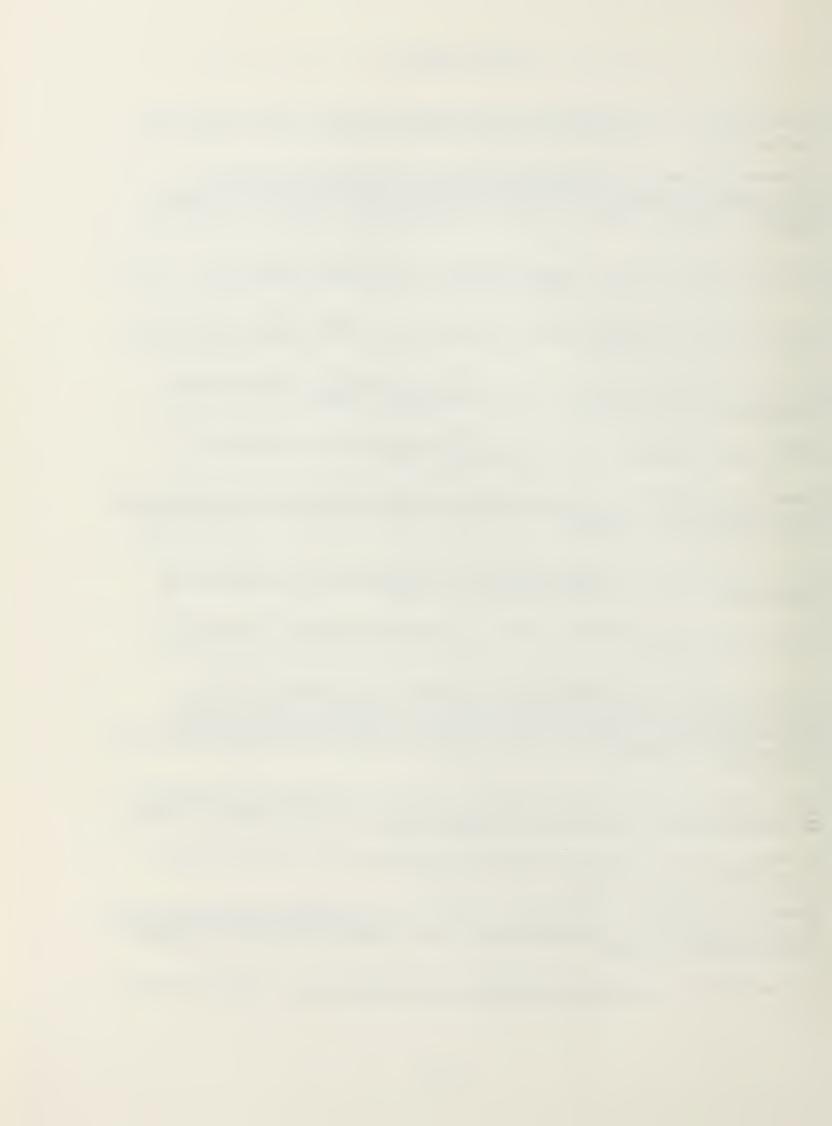13. Galbraith, J., Organization Design, Addison-Wesley, 1977.

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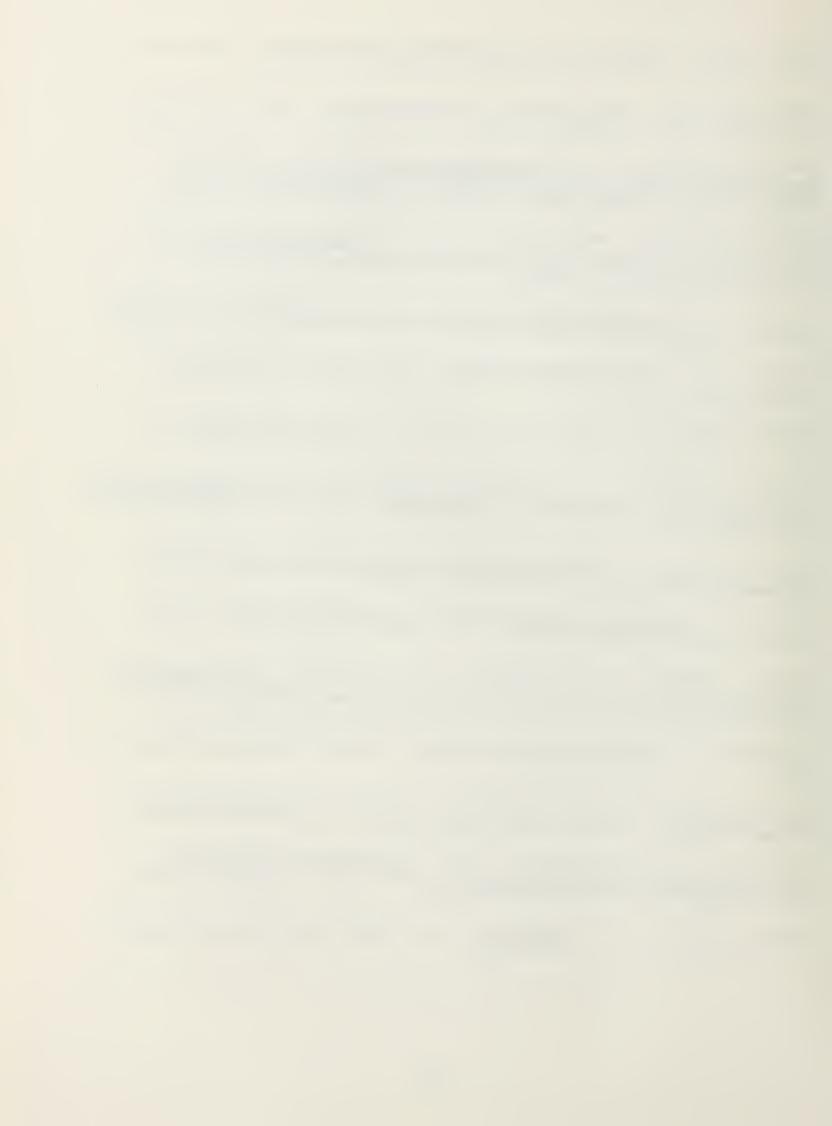
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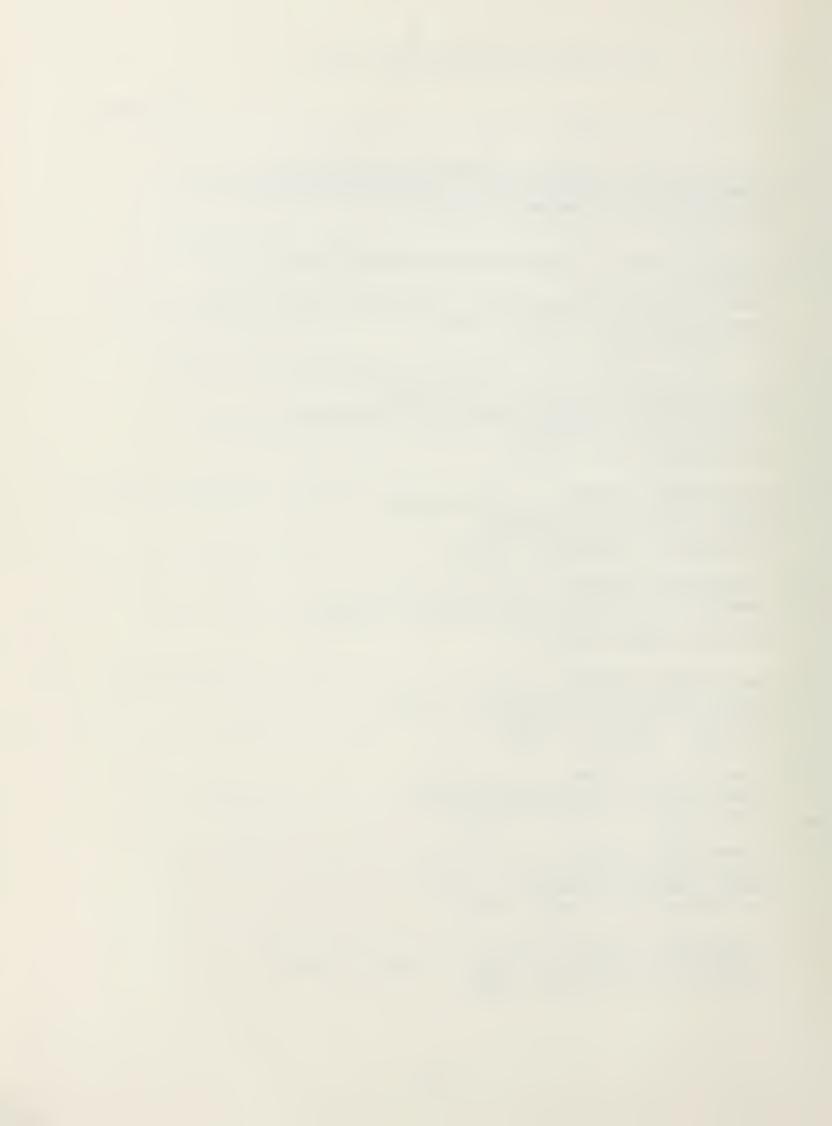Galbraith, J., <u>Designing Complex Organizations</u>, Addison-Wesley, 1973.

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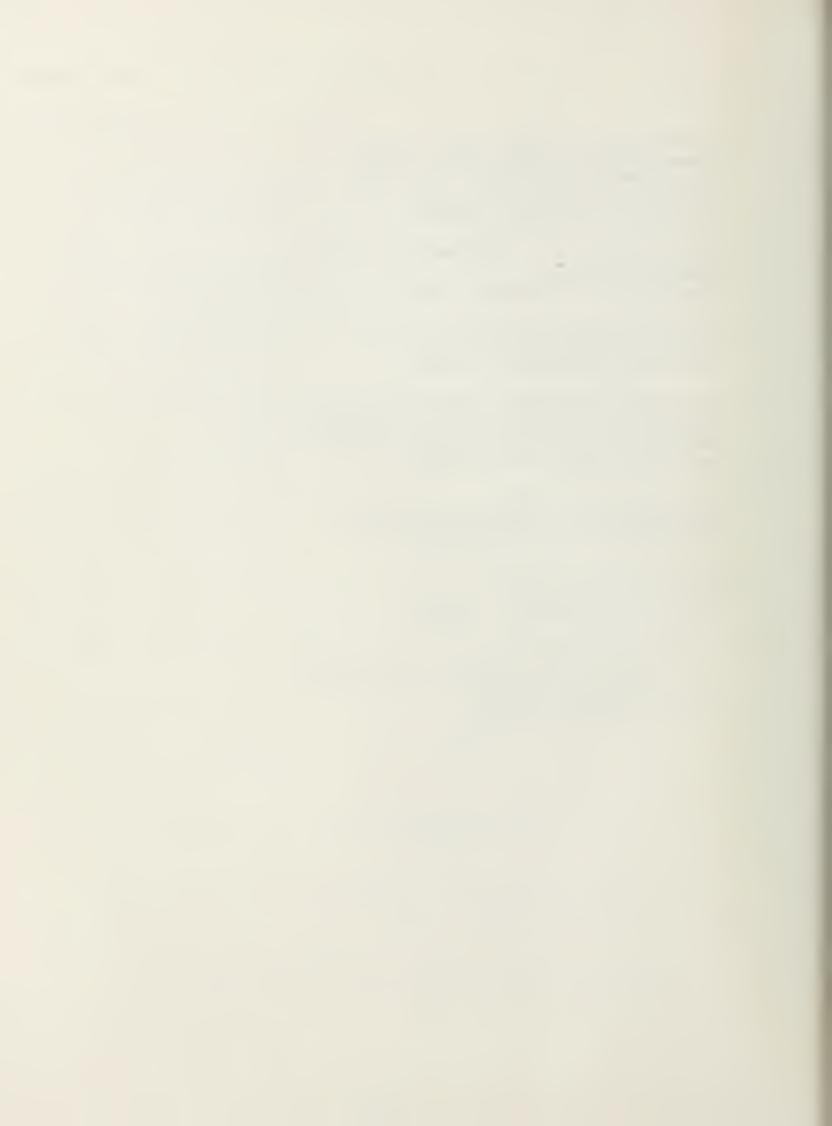Stoner, James A. F., Management, 2nd Ed., Prentice-Hall, 1981.

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